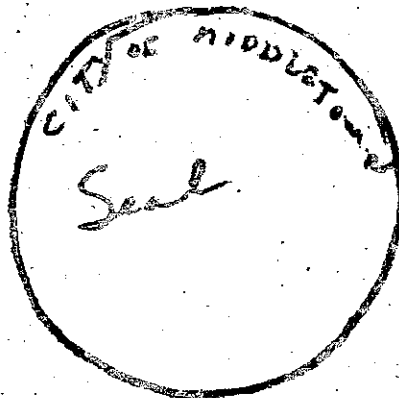


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MIDDLETOWN PLANNING AND ZONING
COMMISSION

TOWN CLERK'S COPY
FILING DATE JUNE 27, 1975

AMENDED PLAN OF DEVELOPMENT

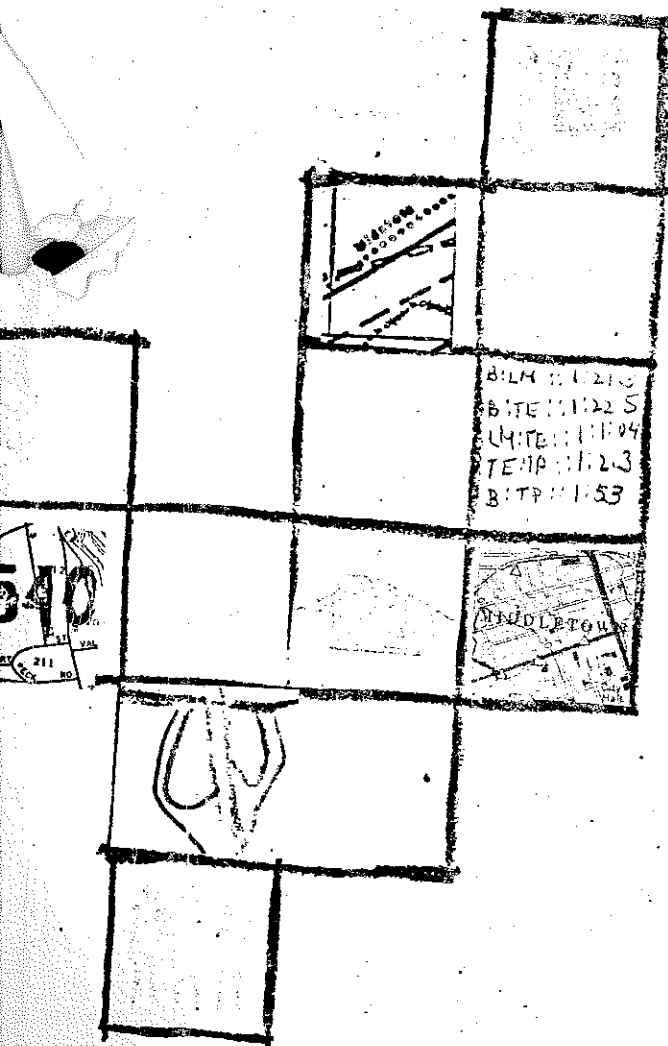
ADOPTED: JULY 9, 1975

EFFECTIVE: JULY 18, 1975

THE PLAN OF
DEVELOPMENT
1975

(INCLUDES AMENDMENTS
TO THE 1965 PLAN)

PLANNING AND ZONING
COMMISSION



MIDDLETOWN,
CONNECTICUT

1975 AMENDMENT TO THE
PLAN OF DEVELOPMENT

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JULY 9, 1975

This document is a step towards complete revision of the plan of development adopted in 1965. The next step will enlarge upon the community facilities chapter and the actual proposal for future land use.

CONTENTS

CHAPTER

	LEGAL AUTHORITY FOR THE PLAN	i.
	THE PLAN OF DEVELOPMENT: GUIDELINES FOR AN EMERGING MIDDLETOWN	v.
A.	GEOGRAPHIC LOCATION	A-1
B.	PHYSICAL CHARACTERISTICS	B-1
C.	HISTORIC CONSIDERATIONS	C-1
D.	PLANNING UNITS	D-1
E.	POPULATION	E-1
F.	ECONOMIC BACKGROUND	F-1
G.	VEHICULAR CIRCULATION	G-1
H.	COMMUNITY FACILITIES	H-1.1
	1. RECREATION	H-1.1
	2. WATER SUPPLY AND SANITARY SEWERAGE	H-2.1
I.	ORGANIZATION FOR IMPLEMENTATIONS	I-1

LEGAL AUTHORITY FOR THE PLAN

Connecticut municipalities are authorized to prepare and adopt comprehensive plans of development by Section 8-23 of the Connecticut General Statutes. State law defines the comprehensive plan as "a statement of policies, goals, and standards for the physical and economic development of the municipalities....In preparing the plan, the commissions may consider physical, social, economic and governmental conditions and trends....The plan shall be designated to promote with greatest efficiency and economy the co-ordinated development of the municipality and the general welfare and prosperity of its people." Besides being mandated by State law, comprehensive planning and the comprehensive plan are critical for sound decision-making in Middletown.

The plan provides an opportunity for the City to delineate guidelines for the best possible environment in Middletown. Preparing the plan helps the town to clarify its thinking on local issues: on growth, on community facilities and programs, on economic development, on preservation and conservation, on transportation, on housing and redevelopment.

Middletown's comprehensive plan, adopted by the Planning Agency in 1965 has become obsolete through time. New highways have been built, and changing housing patterns are impacting the municipal delivery in new ways. Extensive revisions should be made if the plan is to be responsive to current conditions in Middletown.

~~This document updates sections of the 1965 comprehensive plan of development~~ are no longer relevant to Middletown. For the first time, 1970 Census material is incorporated in research about Middletown. Revisions present preliminary material necessary to properly consider specific

projects and proposals. This revised plan will be used in evaluating individual programs and facilities to determine if truly they are a part of the design for a better Middletown.

THE PLAN: GUIDELINES FOR AN EMERGING MIDDLETOWN

Middletown is a dynamic community of diverse elements: a strong Yankee heritage, an ethnically aware population, a noted private liberal arts college, quiet streets with single family homes, intensively developed residential areas with high rise or garden apartments, numerous State facilities, a successful municipal industrial park, and many health-related institutions.

Such various aspects of the City mean that development in a rational and co-ordinated manner depends on completeness and clarity of town goals. Explicit goals help those active in shaping Middletown's future look at daily issues within a framework. This legal framework is the City's comprehensive plan of development.

For Middletown, the best possible environment would be promoted through the adoption of objectives which facilitate the accomplishment of the following goals:

1. To preserve, protect, and enhance the historical cultural, and natural resources and features of the community, and to preserve those elements that set the desirable and unique character of Middletown.
2. To provide an educational system which effectively prepares students with necessary skills and the foundation to cope with a changing job market.
3. To develop a balanced transportation system, including sidewalks and recreational trails for non-motorized vehicles.
4. To encourage the appropriate coordinated, and economic use of land. Land should be acquired by the

City to assure that the needs of the future Middletown are met. A long range community facilities program should be adopted and any needed sites should be acquired before all land is developed. Recreation facilities should be studied and needed land acquired. Above all, recreation facilities need to be co-ordinated with school programs, and with land required for drainage and conservation.

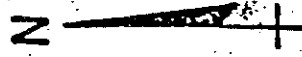
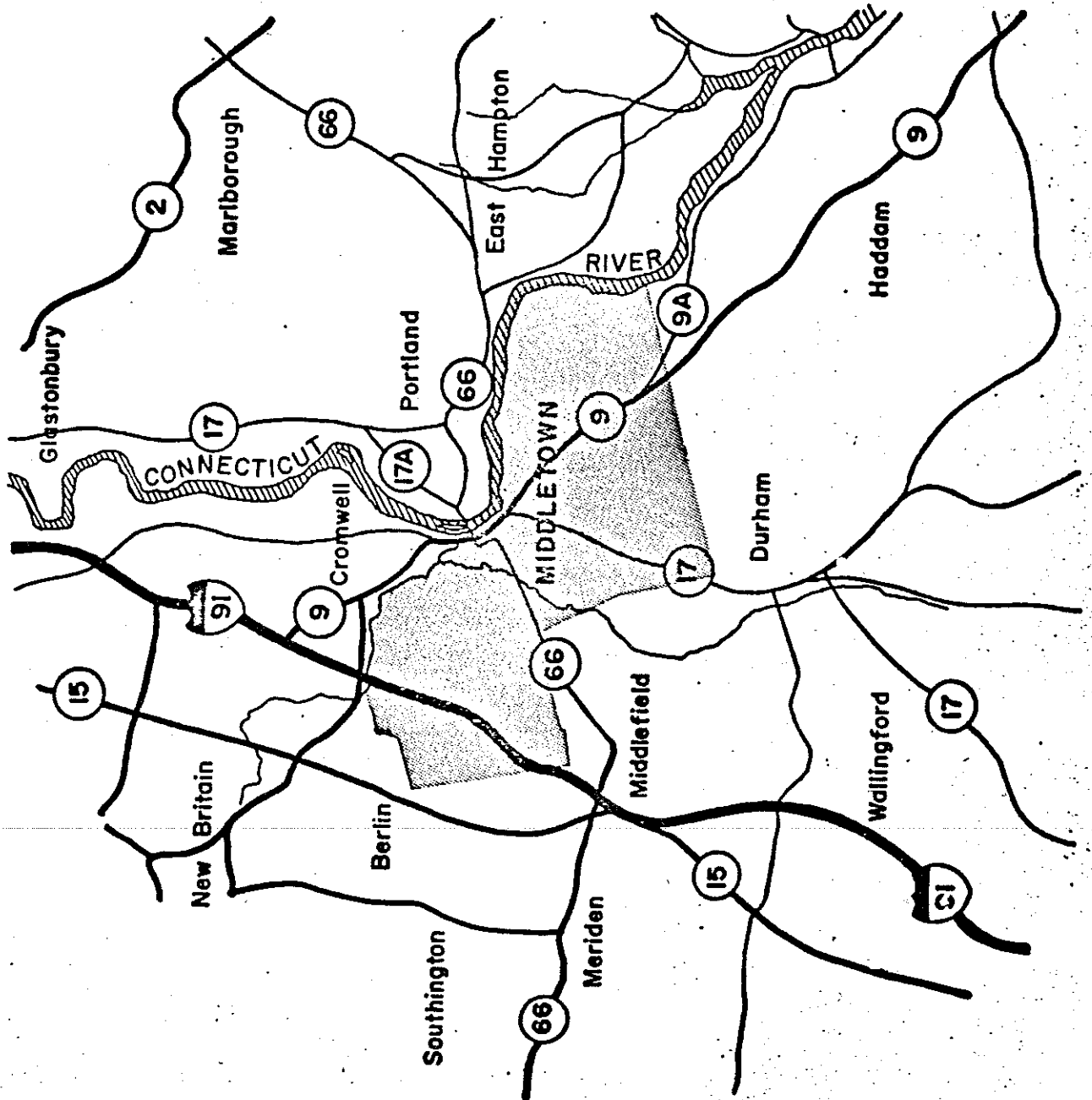
5. To create an economically sound community by providing an economic climate favorable for commercial, industrial, and service related activity. The basis for this is a strong central business district, which is a focus for retail businesses and service offices, and public buildings..
6. To provide and maintain a supply of high quality housing, which can accommodate a population of diverse economic levels, ethnic backgrounds and family size by providing ample freedom of choice in housing accommodations.
7. To create a healthy, safe, pleasant and attractive environment in the community by setting the highest possible standards for working and living conditions in future development.

Citizen involvement in planning is essential in adopting and implementing a plan of development both responsive and relevant to local needs. In fact, state statutes mandate public participation in preparing the plan. This requirement is met by a public hearing. However, a hearing does not necessarily generate input to planning.

Recently when Middletown's plan has been amended, there have been no comments from the public.

To encourage public participation in planning Middletown, two citizen surveys were made by the Planning and Zoning Commission. Thus, information from Middletown citizens was obtained BEFORE a final version of the plan, when this information would have the most impact. The goals for an emerging Middletown are adapted from analysis of these surveys. Detailed material derived from these surveys can be found in other documents previously published by the Planning and Zoning Commission.

GENERAL LOCATION MAP



SCALE OF MILES
0 1

PHYSICAL AND CLIMATIC CHARACTERISTICS

A. Area:

Middletown has an area of 42.9 square miles.

B. Altitude:

The highest peak above mean sea level is 907 feet at Mt. Highby Reservoir. The lowest mean sea level is 15 feet at the Connecticut River. Most of Middletown is under 480 feet.

C. Topography:

Middletown consists of flat marshlands at the river levels to rolling hills. The Connecticut River and its tributaries--- the Sebethe or Mattabesset River, Coginchaug River, and Sumner Brook, are the principal waterways.

The original city center lies on relatively level land, rising slowly from the river level to the Wesleyan campus at the west. The land falls off abruptly into the valley of the Mattabesset in the north and into that of Sumner Brook to the south. This natural topography serves to define and limit the area of the central district.

Along the westerly boundary, adjacent to Meriden, the land is rugged and in places reaches an elevation of nearly 900 feet. Easterly from this boundary the land becomes more gently rolling. The soils in much of the north and west sections of the City are generally of a medium to heavy character, with slow internal drainage. Some areas have poorly drained soils with clay or slit, although there are limited pockets of well-drained gravelly or sandy soils. Near the Mattabesset and Coginchaug Rivers there are extensive areas of alluvial soils, much of them subject to flooding. In general, the soil conditions of this part of the City are unsuitable for development except at a very low density, unless public sanitary sewerage is available.

Sumner Brook and its tributaries drain much of the south central area of the City. These streams rise near the Middlefield and Haddam lines and join south of the city center, where Sumner Brook flows into the Connecticut. Soil conditions in this part of Middletown vary, but much of the area contains medium to heavy soils which require public sanitary sewerage where development exceeds a low density. There are, however, some limited areas with sandy or gravelly soils, but there are also pockets of poorly drained soils as well as of rocky and rugged land. The topography of most of the south central area is gently rolling, becoming more rugged near the City's south boundary.

D. Climate:

Average annual temperature: 50.20°F.

Mean maximum January temperature: 36°F.

Mean minimum January temperature: 18°F.

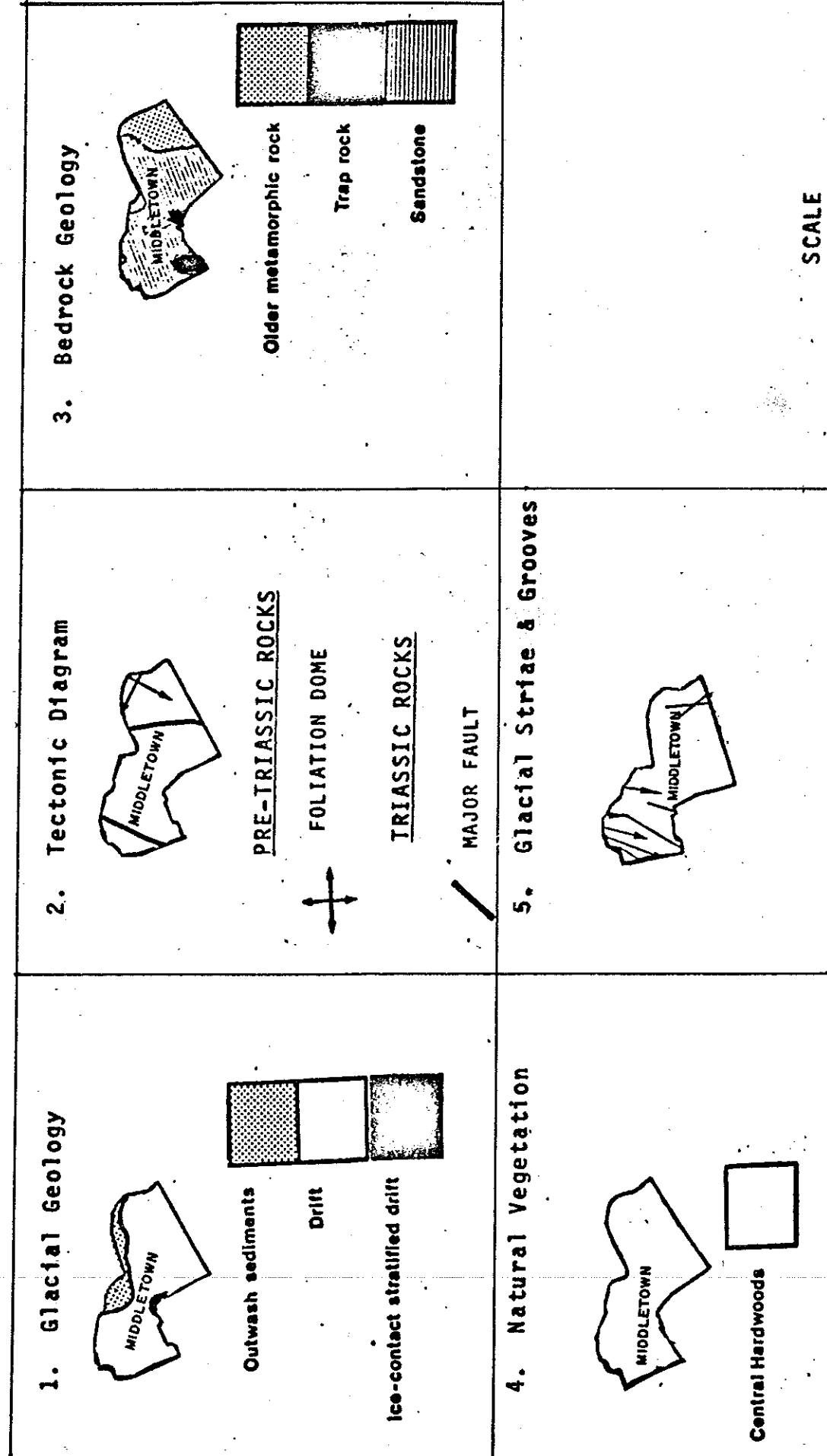
Mean maximum July temperature: 83°F.

Mean minimum July temperature: 61°F.

Average annual rainfall: 50.34 inches

Average annual snowfall: 37.2 inches

PHYSICAL CHARACTERISTICS OF MIDDLETOWN, CONNECTICUT



SCALE



2. HISTORICAL CONSIDERATIONS IN PLANNING MIDDLETOWN'S FUTURE DEVELOPMENT

HISTORY: ITS IMPLICATIONS FOR PLANNING

Middletown's comprehensive plan is based on aesthetic and cultural resources and the goals of a community. The importance of history and historic preservation in the local planning process cannot be overstated. The basic planning objectives of maximum utilization of scarce land and building resources in densely built up areas can be aided by a preservation program, focusing on economically feasible adaptive uses for old structures.

To formulate and implement development goals, a community must be knowledgeable about its history, as well as about current trends. The historical along with the physical is the basis for determining community goals and objectives.

In planning for Middletown, the history of the community, as well as social, economic and financial conditions must be considered. The following has been prepared so that policy on Middletown's growth and future direction will be based on a thorough knowledge about itself and its history.

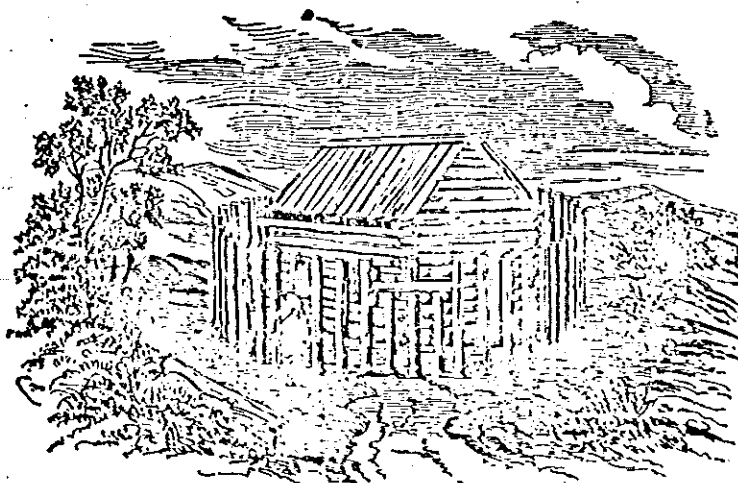
THE COLONIAL PERIOD

Differences in politics and theology brought settlers to the Connecticut River Valley. There was also another reason - over crowding in Massachusetts. Unplanned growth and urbanization still are important motivations for people migrating to new areas.

One of the first towns founded in Connecticut was Middletown. The original site included territory that became the towns of Middlefield, Chatham, Portland, Cromwell, and a part of Berlin. These towns date to the early 1700's. Whereas now local governments annex areas for more efficient operation, in the eighteenth century the approach was to form smaller, separate communities.

Colonists first called Middletown by the Indian name Mattabesek, which means carrying place or portage. Mattabesek was not an accurate name because of the many streams in the township. In 1653 the Massachusetts General Court renamed the area Middletown. This was one of the first times that a new and descriptive name was used for a town in America; usual practice was to take names from the Bible.

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THE MEETING HOUSE.

In spite of the 1650 settlement date, Middletown records only date to 1653. The first recorded vote was for a meeting house near a great elm at the north end of town, in the vicinity of Saint John's Square. The town had strong religious convictions, and developed around the church meeting house.

As in other New England settlements, Middletown's economy had an agricultural base. Along with corn, which first had been planted by the Indians, the early farmers grew rye, oats, and wheat. Farm gardens produced cabbage, lettuce, carrots, beans, and parsnip. In the late 1700's farmers began to market their surplus. A farmer's club, first of its kind in the state, was formed in 1842. Even when other industries developed in Middletown, agriculture continued as an important element of the local economy. In more contemporary times farmers specialized. They concentrated on dairy and poultry farming, because of Middletown's proximity to larger cities. Middletown's strong commitment to agriculture lasted until 1963. The Interim General Plan of Development, then adopted, did not recommend that Middletown maintain itself as an agricultural center. This was a significant policy change for the City. By 1970, only one percent of the employed labor force was in the agriculture, farming and fishing industries.

Along with agriculture, industry has been a significant factor in Middletown's economic development. In the early days almost every stream in Middletown was used for powering mill machinery. The first mill was a grist mill near Pameacha Pond (1655). Later, a mill was located on West Street near Newfield. These mills were the antecedents to today's industrial parks and areas.

When the area was first considered for a settlement, it was thought adequate for 15 families. By 1654, there were 31 taxable homes here. The number had only grown to 52 in 1670. The City's early growth, then, was slow. The impetus for growth was not to be felt for another hundred years. It was shipbuilding, and the merchant trade which developed because of the shipbuilding, that attracted newcomers to Middletown. The population was concentrated near the river, the location of the principle activities of the town. By 1790 the population had grown to 5,370. In that year Hartford had a population of 4,090, and New Haven had a population of 4,484.

Middletown was one of the largest communities in Connecticut. More important, though, was the City's status as a riverport. Middletown was an official port of entry. Vessels of a high grade anchored in the river, and trade flourished. Initially the river trade was confined to the Atlantic seaboard but by 1760 the West Indies trade was well established. Commerce at first built up the farming interests so farmers as well as merchants prospered. Eventually, though, foreign trade was to hurt the farmer.

MIDDLETOWN DURING THE REVOLUTION

By the time of the American Revolution, Middletown was one of the wealthiest communities in the Colonies. While official records reveal that town concerns were on the minds of Middletown residents, there never was any doubt of local support for the independence cause. Town officials agreed to support any action taken by the General Congress. The City assured the First Continental Congress that it would support

its policies even to the extent of a complete halt in trade with the British. For a town with important overseas trading interests, this was a substantial commitment.

Middletown citizens became prominent during the Revolution in civic rather than military affairs. Eventually, Middletown's leadership was to extend to the wider spheres of state and continental matters. There were very few loyalists in Middletown; no local resident had property confiscated because of loyalist sentiment.

Because it was inland, Middletown experienced less interference with normal peacetime activities than other towns in Connecticut. The City was not attacked by the British. After the British seized Rye in 1776, Middletown became a critical supply depot. During the Revolution the City mined lead. The mine was one of the most important in Connecticut. The lead vein was exhausted in 1778, but by that time 15,563 pounds of lead had been produced for cannons and guns.

Simeon North, the first official pistol maker in America, established his arms factory in Middletown during the Revolution. Later, in 1813, he introduced the principle of interchangeable parts, a significant production innovation.

MIDD During the war Middletown's privateers experienced a mixture of success and failure. The oldest American warship, the Oliver Cromwell, came from Middletown. Privateering did not replace the West Indies trade which had stopped during the Revolution. But ultimately wartime conditions had a positive effect on local trade. Traffic was diverted from the shore road to routes through Middletown. Middletown came out of the conflict in a good position to capitalize on expanding commercial

and industrial opportunities in the following decades.

GOVERNMENT ORGANIZATION

Long before Middletown was formally incorporated by the Connecticut General Assembly, the Massachusetts General Court had ordered the appointment of a constable here. Appointment and swearing in of a constable was considered incorporation of a town, and any further government organization was left to the local inhabitants. The Charter incorporating Middletown after the Revolution was granted in 1784. Middletown was one of the first towns incorporated in Connecticut.

The original Charter authorized a mayor, four aldermen, a common council, a city court, sheriffs, and a tax collector. Middletown's first mayor was a revolutionary war hero, Jabez Hamilton. The mayor held office until his resignation or death. It wasn't until 1840 that two year terms for the mayor's office were inaugurated.

The Common Council has had the most extensive governmental authority in Middletown. The first ordinance passed by the Council was actually a zoning regulation: "A Bye Law Restraining Swine and Geese from Roaming at Large through the City." The law had zoning implications since it restricted the use of property. By 1888, the Common Council set rules and regulations for public works, registration of voters, preservation of records, health, public utilities, consumer protection, law enforcement and waterfront matters. The 1888 City Code mandated eight committees of the Council: Street and Highways, Finance, Sewers, Fire, Police, Abatement, Street Lamps and Lights,

and Health and Nuisance.

When City departments were created to administer the day to day activities of local government, they came under the control and direction of the Common Council. In 1924 there were five departments: the Department of Public Works, the Police Department, the Fire Department, the Charities Department, and the Park Department. So besides making bylaws and ordinances which articulated city policy, councilmatic authority extended to the daily regulation of municipal affairs.

The present charter delegates all legislative powers to the Common Council. It is the primary policy setting body in Middletown. The Council implements policy by its authority to levy taxes, to borrow money, to adopt a budget, and to appropriate funds.

Until recently, Middletown's government was characterized as a weak mayor - strong council organization. The mayor's function was to preside at council meetings. He was a member ex-officio of the council. The chief law enforcement officer in the City was the Mayor. He could suppress all "tumults" and could jail persons for twenty-four hours if they behaved in a disorderly manner. Recommendations could be made to the Council by the mayor only in particular areas: police, security, health, cleanliness, ornaments of the city, and the improvement of government and finances. While the mayor prepared a yearly report on government, finances, and improvement, the report was published by the Common Council.

The Mayor's office was considerably strengthened in 1964 when he was made a voting member of boards, commissions and agencies appointed

by him. The 1964 Charter further made the mayor responsible for the administration of all city departments, agencies and offices. The mayor could now make recommendations to the Common Council in any area.

The greatest innovation brought on by this charter revision concerned the mayor's budget making authority. This was probably the most significant change in Middletown's government operation since its incorporation. The mayor became the official responsible for submitting a budget to the council.

Increases in the mayor's authority are in keeping with the nation-wide trend for a stronger chief executive. Charter revisions effective in November, 1973, further strengthened the office of the mayor so that now he exercises even more influence on city management. The mayor can veto ordinances and appropriations passed by the council. A vetoed provision cannot become law unless it is passed again by the legislative body.

THE NINETEENTH CENTURY: MANUFACTURING GROWTH

The shipping industry never really recovered after the Revolution. Around 1800, Middletown began to rely less on the river as the mainstay of its economy, and industry started to spring up. Since its early years, Middletown's favorable location on the river and its centrality in the state have attracted many industries. During the first part of the nineteenth century, Middletown lead the state in the number of factories and value of its products.

The Industrial Revolution brought a new era to Middletown: the

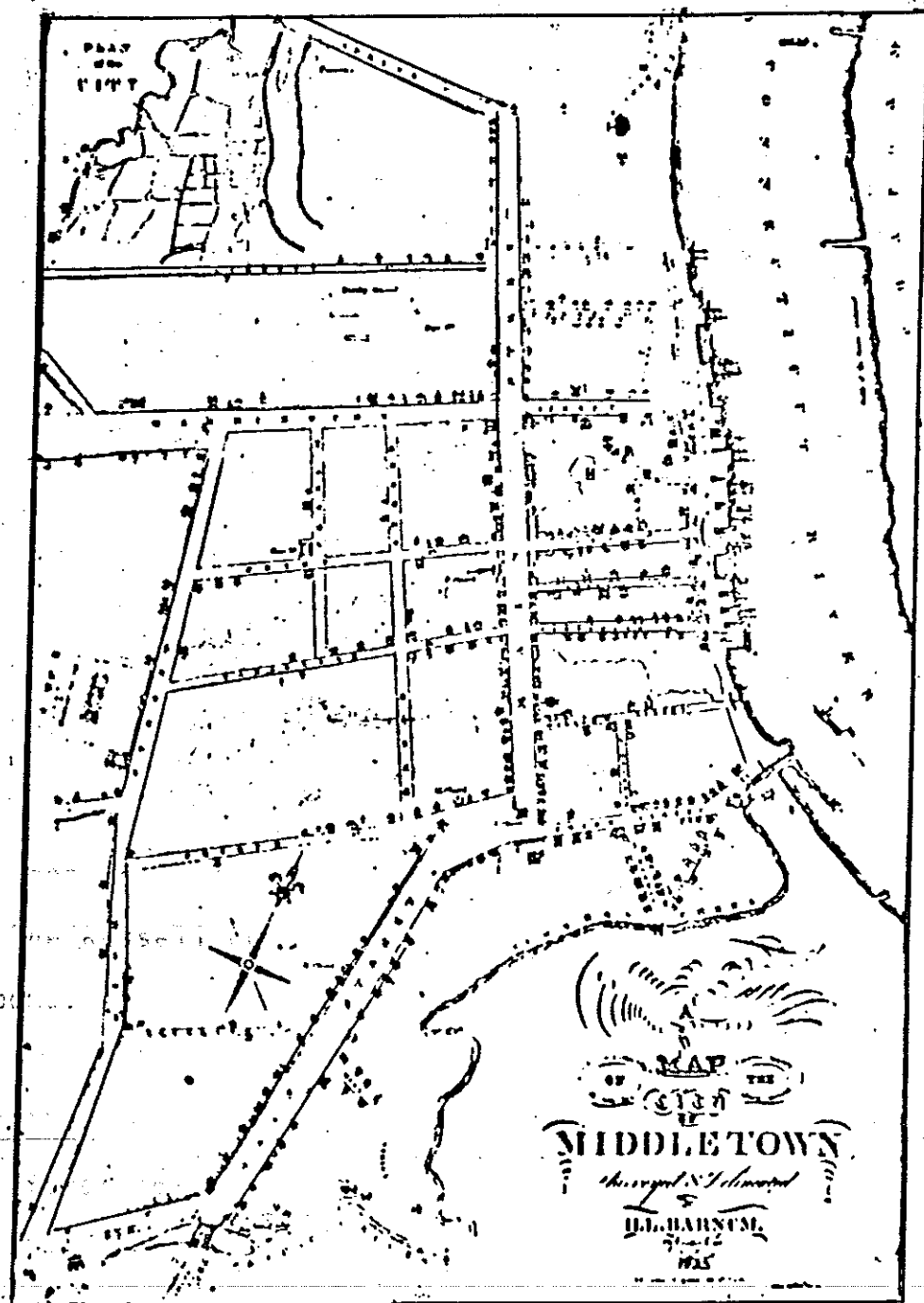
local economy was now based on textiles. The first industries were cotton and wool. The Middletown Manufacturing Company was a pioneer in using steam for power. During the War of 1812, great quantities of gun powder were manufactured. After the War, the City began manufacturing ivory combs, gold spectacles, pewter goods, a variety of small hardware, muskets, swords, docks, pumps, cotton webbing, marine hardware, hammocks, silver plate, lace, rubber goods, and fertilizers. In 1895 local businessmen formed "The Society for the Encouragement of Connecticut Manufactories." In 1910 the group was incorporated as the Manufacturers Association of Connecticut. Manufacturing has always been a very strong element in Middletown and continues to be into the 1970's (see section on the City's economy).

In 1834 the Russell Manufacturing Company was founded. The firm purchased a mill site near Pameacha Pond. In 1841 the firm began manufacturing elastic webb which up to that time had only been done on hand looms. Machinery was invented to weave the web on power looms. The Russell Company was the first anywhere to make elastic on power looms.

TRANSPORTATION

The first roads in Middletown were built and maintained by private companies who were repaid for their investment by toll collection. The oldest road was the Middlesex Turnpike which ran from Saybrook to Haddam to Middletown. Main Street was laid out soon after the arrival of the first settlers. To prevent a surprise Indian attack, a large area was cleared, the antecedent of our present wide main thoroughfare.

The map below shows Middletown in 1825. The beginnings of a



gridiron system of roads is evident close to the river but the system was not continued as the town expanded in area. While Middletown was

settled before Philadelphia and Savannah, Middletown streets were not laid out on any comprehensive plan. It wasn't until the planned residential developments of the 1970's that street systems were planned.

Street growth in Middletown was slow but constant. As the community developed, the appearance of the streets changed more drastically than their location. At first, Main Street was the site of stately homes, as was Washington Street. When shipping declined, downtown residences were razed to make way for more business and industrial uses. Business and commercial land were located in the Court Street area, along with municipal buildings. Through the years changes in the street system have permanently obliterated many of the famous local landmarks, such as a rope walk and a park.

The first permanent street names were fixed in 1809. All but six of these streets (Turnpike Rd., and Swamp, Low, Parsonage, Lumber, and Elm) have retained their original names. Below is a list of the original streets. More than half of them can be seen on the Historical Society's map.

EARLY MIDDLETOWN STREETS

Bridge St.	from Ferry St. to the Elm Tree at burying ground.
Main	From Elm to Warwick's Bridge.
Water	from Sumner's Creek to where it intersects Bridge St.
Spring	from corner of Bacon Lot near Bassil House to beyond John Wetmore's.
Prospect	from southeast corner of Peter Stow's to intersect Turnpike Rd.
Turnpike Rd.	from old gaol to Bridge at Stepping Stones.

Liberty St.	from Prospect to new burying ground to Main St.
Green	from Main St. to Sam Bull's southwest corner to Water St. at north end.
Ferry	from Main to Water
Washington	from Water at Eben Sages's store west to bridge west of A. Doolittle's.
Cherry	from Washington to Ferry on river bank to rear of Eben Sage's.
West	from A. Doolittle's south to City Line.
Butternut	from Swaddle's house south to house formerly owned by R.J. Meigs.
Swamp	from Nine Starr's to City Line in Long Lane.
High	from Washington St. at northwest corner of late Col. Hamlin's to Warwick's Bridge.
Cross	from High St. at northeast corner of Tim Starr's until intersects Butternut St.
Low	from Cross St. south to City Line.
Court	from High St. by Court House to Water.
Lumber	from Washington at Williams' corner south intersects Water.
Pearl	from Washington south by Court House.
Parsonage	from High St. east between M.W. Alsop's and M.T. Russell's to Water.
Church	from High east to Main Near Episcopal Church.
Union	from Main at Meigs southwest corner to Water.
South	from Union at creek southwest to Sumner.
Sumner	from Union south to bridge.
Mill	from Main down Mill Hollow to intersect City Line.
Loveland	next south of Church St. from Main to High.
Elm	leading northerly from Court to Water.
Bank	leading northerly from Parsonage at west end of William Cooper's store.

City streets were noted throughout the State for their tranquillity and beauty. In the nineteenth century great elms and

maples formed canopies over the roads. One of the truly unique characteristics of Middletown has been the extent and variation of its trees. One story holds that Middletown was not settled before the other old river towns (Saybrook, Hartford, Wethersfield and Windsor) because the forest cover was so thick with trees that the back country seemed uninviting.

The increasing number of factories in Middletown caused major transportation problems. Middletown had a chance for a railroad in 1830, but the shipping interest convinced local leaders the town did not need one. Nothing could make up for the loss of the railway. By 1846 the community had decided it wanted a railroad and gave a New York and Boston firm a charter for a line from New Haven with a drawbridge over the river. The line was completed in 1872, and traffic began a year later. The railroad company discontinued service when it saw that it was not going to make a profit.

A branch line to Berlin was offered to Middletown in 1849, and the town took it. The line ran from Berlin junction through East Berlin and Westfield and Newfield and into Middletown, entering behind Saint John's Church, crossing over what is now Hartford Avenue and running south along Water Street to the foot of Washington Street.

Without quick and efficient transportation to and from other Connecticut points, life in Middletown became low key. The City was to make up in comfort, culture, and beauty what it lacked in commercial importance. For a long time the town tried to recruit an institution of higher learning. Attempts to get Trinity College failed.

Wesleyan University was founded in 1831. The University received its charter after \$18,000 had been raised by local residents. The establishment of state facilities - The Connecticut State Hospital (1868), and the Long Lane School for Girls (1870) - made the town known as the site of notable state institutions.

But as the newsclipping reproduced on the following page indicates, if life in Middletown was usually quiet, it wasn't always so!

TO DARKEN THE WHITE WAY OF A PLEASURE MAD CITY

*Middletown, the Paris of Connecticut, Is To Be a
Place of Sorrow on Sunday, for the Old Blue
Laws Will Be Enforced, Full Power.*

[SPECIAL DESPATCH TO THE HERALD.] Middletown, Conn., Friday.—Middletown, the Paris of Connecticut, is to be wrapped in gloom several layers thick on Sunday. Mayor Willard Clark Fisher, who in his hours of ease is professor of political economy in Wesleyan University, has opened the sepulchre in which the good old blue laws were quietly inurned and will apply them to pleasure mad Middletown as soon as day sits focund on the misty mountain tip on Sunday, and continuing until the last New Haven train passes late in the night.

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Rather than be a party to this extinction of gayety one of the policemen resigned to-day. Others threaten to do likewise, saying there are so many blue laws that with the best intentions in the world no policeman can enforce them all.

One of the laws that will be enforced is that forbidding the sale of Sunday newspapers. Others will be those general laws against all work and business that are not of absolute necessity. It was while devoting his intellect to a consideration of just what constitute absolute necessity that the policeman with conscientious scruples received to end it all by resigning.

John Boyland, local agent for the Standard Oil Company, who was Mayor Fisher's campaign manager, says he'll resign from the Council, and the saloon keepers are now against the Mayor because he says

he'll make them close their ports of call one hour earlier than is now the case. There is one institution here in which there will be just as much happiness on a closed Sunday as on one that is wide open. This is the Connecticut Hospital for the Insane. Opinion at Wesleyan University is about equally divided as to whether it is or is not a good idea to shut off the sunshine.

Mayor Fisher will enforce the blue laws not because he loves Middletown less, but because he loves law more. He has no sympathy with the moss covered statutes, but they are on the book and he will enforce them, he says, till they are removed. In an announcement, the perusal of which has sent the great white way of Middletown into sackcloth and ashes, the Mayor says:-

"These laws promote morality and true religion as little as they promote the material welfare and pleasure of the people, and in the practical effect of encouraging the non-enforcement and habitual disregard of law they are altogether bad."

Middletown is willing to take the Mayor's word for this, but the Mayor insists on demonstration through his enforcement of the laws that they are no laughing matter.

The Mayor is no novice at enforcing the Sunday statutes. He was Mayor once before and he closed the town so tight on Sundays that the pleasure loving population defeated him when he ran two years ago. What dire consequences in addition to the resignation of that policeman will follow his recrudescence of vigor nobody here has nerve enough to prophecy.

PUBLIC SCHOOL TRADITION

New England, of course, has a strong tradition in public education, and Middletown exemplifies the tradition. Schools had been the central element in residential areas. Middletown has put schools at the core of the neighborhood.

By 1675, the town had its own schoolhouse. Local school districts were established around 1784, when the City was incorporated. Each school was supervised by a committee, which meant there were little uniform standards in education.

The City School Districts was unified in 1857. A Board of Education was provided for with its members to serve for three years, one third of whom were elected annually. Middletown High School was established in 1840, the first in Connecticut and one of the first in the nation. The Court Street structure was built in 1896.

Besides the City School District, there was also a Town School District. In 1884, the town really had eighteen school districts. The budget for that year was \$7,100 for 1,213 students, a per capita expenditure for \$5.35. This contrasted with the fiscal 1970 per capita expenditure of \$856.45. The inevitable inefficiency of numerous school districts lead to the enactment of a state law mandating consolidation of the town school district. In 1922 the separate districts were consolidated into a single Town School district.

INTO THE TWENTIETH CENTURY

Middletown's manufacturing and population grew after the Civil War. The height of manufacturing prosperity was the 1920's. A

Chamber of Commerce brochure of the period attributed the attractiveness of the community to the even balance between industrial and residential development.

Deprived of a railroad, Middletown had been obliged to look to close markets, ones that could easily be reached by existing modes of transportation. What has been important for Middletown has not been its central location, but its location relative to Hartford, New Haven, and other cities as well as a main corridor connecting Boston to Washington. It was the automobile that brought dramatic change to Middletown.

PLANNING IN MIDDLETOWN

Up to this time Middletown's development had been unplanned. There were no attempts to clarify community feeling on the kind of living environment it was trying to create by specific decisions. Spurred by the national interest in planning and zoning, Middletown passed its first zoning ordinance in 1927. The Commission on the City Plan and Zoning was established in 1931 by the Connecticut General Assembly. Middletown's efforts to make decisions in advance and to record those decisions as a guide to subsequent action only date back forty years.

After World War II, extensive building caused local development issues to become more important to municipal governments. The federal government encouraged planning at the local level. The Housing Act of 1954 required each applicant for funds to have a workable housing program, one element of which was a comprehensive plan. Since 1954, federal housing programs have increasingly required the conformance of

proposed improvements to a local plan.

The national interest in planning after World War II motivated Middletown's Commission on the City Plan and Zoning to become more active in planning issues. A staff was hired in 1954. A comprehensive plan was adopted in 1955. This plan was more than a confirmation of existing city zones, as had been the earlier plan. The guiding principals of the 1955 plan were to retain the downtown district as a shopping center for the community, to make land available for industry, and to control residential development. The plan recommended making Pamecha Pond a recreational area, encouraging agriculture. For Washington Street this plan proposed a low volume of traffic with only showroom stores.

Eight years later the Plan was amended. The 1963 revisions reiterated many of the already adopted proposals, but there was one major policy change. The comprehensive plan abandoned the goal of maintaining Middletown as a rural agricultural center. The plan proposed that Middletown direct its efforts towards new industrial, commercial, and residential developments.

While the City Plan and Zoning Commission was considering the 1963 amendments, it was also working on a more detailed comprehensive plan. The 1965 Comprehensive Plan was the City's first truly comprehensive plan. It was the first attempt to deal with the essential elements of a community. It took into account regional trends and was related to the social and economic forces it was designed to accommodate.

Many proposals of the 1965 Plan of Development have either been

implemented or no longer are relevant to Middletown. Plans for a ring road around surrounding the central business district have been modified, sewer facilities have been constructed and new schools built, and new housing patterns are influencing the delivery of municipal services to Middletown residents. Extensive amendments to Middletown's comprehensive plan must be adopted if the plan is to reflect community goals and prepare the City for future demands.

PLANNING UNITS

Middletown is one of the largest towns in Connecticut area-wise; it ranks twenty-fifth, out of the 169 municipalities in the State. The City has been divided into sections in many ways for various purposes. Natural divisions have been created by topographic features. Federal, State, and local agencies also have divided Middletown for their own particular reasons. The 1965 plan of development broke up Middletown into fifteen analytic units.

This revision uses the 1970 Census Tracts as the basic planning units in Middletown. The City is divided into nine Census Tracts. Census tracts are small, permanently established geographical areas into which cities and counties are divided for statistical purposes. Tract boundaries are selected by a local tract committee, and approved by the U.S. Bureau of the Census. Boundaries usually follow permanently and easily recognizable lines---streets, railroads and creeks. Tract boundaries are designed to remain the same through time, so statistical comparisons can be made. This comparability of data is the reason for using Census Tracts as the neighborhood unit in local planning. The nine tracts can be characterized as follows:

5401 : lands in the northern part of the downtown section.

This tract is a mixture of residential, industrial, and central business uses.

5402 : is primarily recent (since World War II) residential properties located to the west of the railroad tracks, near the Sebethe River.

5403 : is the western most portion of the City. There are farms in this section, and undeveloped lands.

This tract is a high density area, since it is the location of a planned residential area. Interstate 91 bisects 5401. The City's Sawmill Industrial Park is situated adjacent to this highway. Middletown's commercial strip-along Washington Street-is in 5403.

5404 : is close to the core of the City. It is chiefly comprised of lands and buildings owned by Wesleyan University.

5405 : is in the south western corner of the City, just west of Route 17. While there are some industrial and commercial lands here, the tract is mostly residential. Middletown's largest PRD is in this tract. Also in the tract are a State vocational technical school, a private high school and 2 grammar schools.

5406 : is situated north of Randolph Road. It is intensively developed by single family homes.

5407 : is Middletown's central business district. Some of the street blocks here have been redeveloped or are slated for redevelopment.

5408 : is State owned land and is where Connecticut Valley Hospital is located.

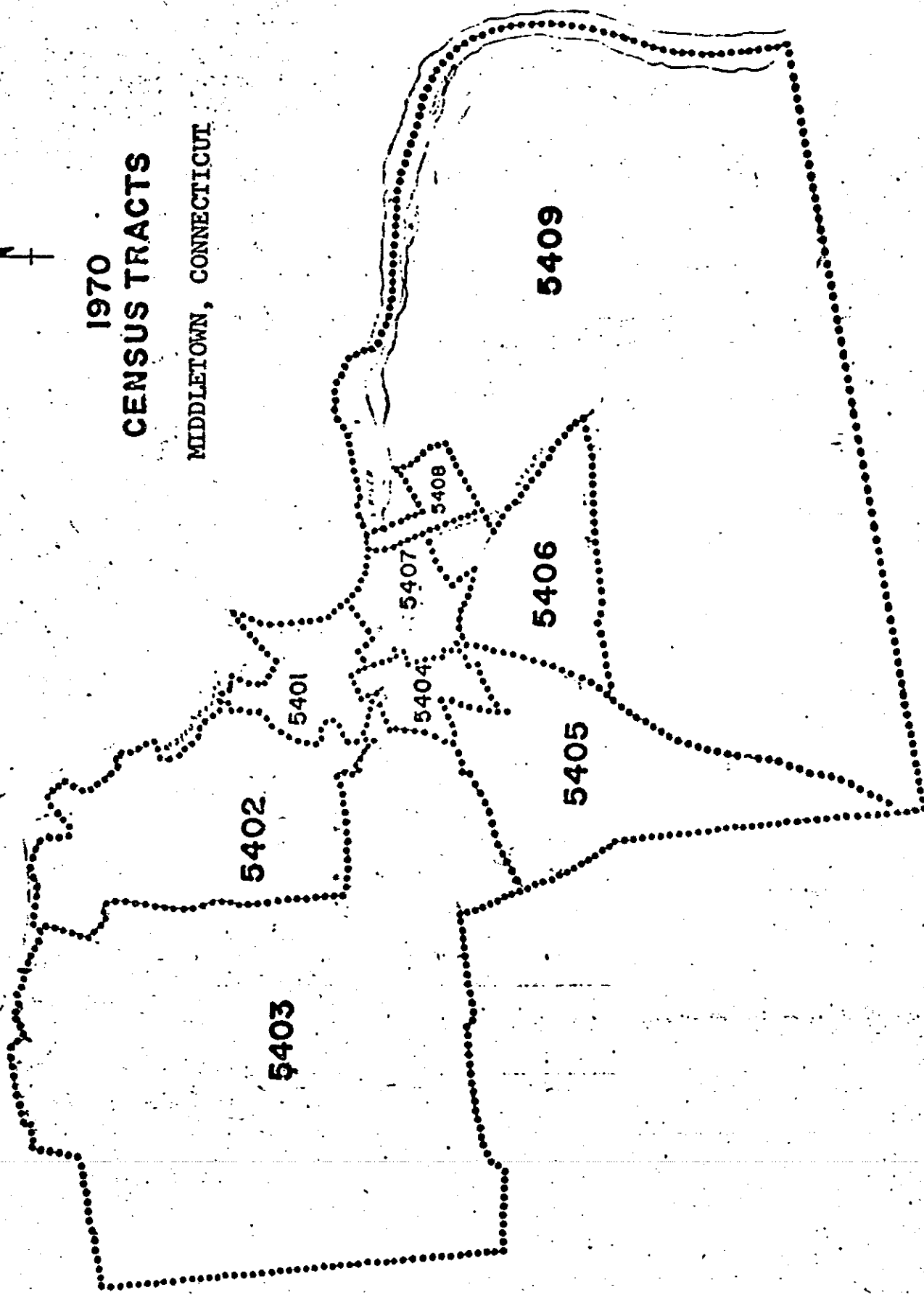
5409 : is the largest tract in Middletown. It is in the south eastern portion of the City. Besides scattered residential development there are two large industrial plants. Most of the land here,

however, is still undeveloped.

This section presents data by Census Tract on housing supply, population, school enrollment, race, families, ethnic characteristics, and the economy. On the basis of these conditions, programs and policies can be set for the individual planning units.

N

1970
CENSUS TRACTS
MIDDLETOWN, CONNECTICUT



1970 CENSUS TRACT INFORMATION

EM	TRACT NUMBERS										TOTALS C AVERAGES
	5401	5402	5403	5404	5405	5406	5407	5408	5409		
Area (sq. miles)	0.90	3.50	12.76	0.50	3.30	1.84	.85	.40	18.84	42.0	
POPULATION	4339	3997	5757	3094	4203	5705	3723	1924	4182	36924	
Non-White Population*	302	149	123	208	229	250	752	231	455	2699	
Median Income*	\$ 9,868	\$11,426	\$13,141	\$11,709	\$11,105	\$11,325	\$10,188	\$14,625	\$10,965	\$11,280	
Value of owner occupied 1 family houses	1685	1136	1742	748	1233	1935	1524	61	1238	11292	
Value of renter occupied units	\$21,408	\$25,042	\$28,965	\$30,538	\$26,383	\$24,614	\$20,790	\$20,078	\$29,147	\$25,218	
POPULATION AGES*	89	124	141	110	94	105	89	76	102	103	
0-19	1329	1848	2536	1098	1963	1790	1223	294	1862	13943	
20-64	2548	2110	3117	1670	2265	3200	2138	1316	2215	20579	
65 and over	573	160	349	383	220	872	450	365	290	3662	
SCHOOL ENROLLMENT	11	46	50	3	7	9	7	-	49	182	
Private Nursery School	12	8	30	-	15	9	7	-	41	122	
Public Nursery School	23	54	80	3	22	18	14	-	90	304	
Total Nursery School	4	30	7	5	9	-	-	7	10	72	
Private Kindergarten	41	75	94	29	89	117	14	8	97	564	
Public Kindergarten	45	105	101	34	98	117	14	15	107	636	
Total Kindergarten	122	126	177	63	183	86	118	101	69	1045	
Private Elementary School	325	597	950	214	543	596	407	7	688	4327	
Public Elementary School	447	723	1127	277	726	682	525	108	757	5372	
Total Elementary School	54	105	175	45	88	152	18	36	88	761	
Private High School	111	173	236	69	391	182	175	5	289	1631	
Public High School	165	278	411	114	479	334	193	41	377	2392	
Total High School	191	307	409	116	287	247	143	144	216	2060	
Total Private School	489	853	1310	312	1038	904	603	20	1115	6644	
Total Public School	680	1160	1719	428	1325	1151	746	164	1331	8704	
Grand Total Sch'l. Enr'mt	Unpublished 1970 Bureau of Census Data										
Median Income for Entire Town											

0.5

1970 CENSUS TRACT INFORMATION

INFORMATION	CENSUS TRACT									TOTAL OF AVERAGE
	5401	5402	5403	5404	5405	5406	5407	5408	5409	
<u>ECONOMIC</u>										
Median Income	\$ 9868	\$ 11426	\$ 13141	\$ 11709	\$ 11105	\$ 11325	\$ 10188	\$ 14625	\$ 10965	\$ 11280
Number of families with income below poverty level	90	32	40	47	89	56	95	11	74	534
<u>HOUSING</u>										
Housing Units	1685	1136	1742	748	1233	1935	1524	61	1238	11302
Occupied and vacant year round units by structure type										
One Unit	232	697	1277	281	783	1255	217	32	903	5677
Two + Unit	1453	439	438	466	450	679	1307	29	327	5588
Mobile Homes/Trailers			27	1		1			8	37
Average Value of owner occupied family house	\$ 21408	\$ 25042	\$ 28965	\$ 30538	\$ 26383	\$ 24614	\$ 20790	\$ 20078	\$ 29147	\$ 25218
Average Rent of renter occupied unit	\$ 89	\$ 124	\$ 141	\$ 110	\$ 94	\$ 105	\$ 89	\$ 76	\$ 102	\$ 103
Persons per unit occupied Housing unit	2.65	3.54	3.39	2.73	3.37	2.91	2.52	3.26	3.58	3.10

1970 CENSUS TRACT INFORMATION

INFORMATION	CENSUS TRACT								TOTAL OF AVERAGE
	5401	5402	5403	5404	5405	5406	5407	5408	5409
ETHNIC CHARACTERISTICS									
Native of Foreign or mixed parentage	1046	852	1616	578	1005	1869	1056	557	936
Foreign Born	1004	202	376	378	337	537	444	250	235
Foreign Stock	2050	1054	1992	956	1342	2406	1500	807	1171
United Kingdom	42	58	171	81	190	190	50	48	98
Ireland (Erie)	81	36	142	38	30	94	49	95	63
Sweden		14	80	49	43	71	10	22	34
Germany	30	69	109	44	38	192	92	27	52
Poland	110	66	463	66	195	487	421	86	142
Czechoslovakia	12		19	10	54	26	16	8	20
Austria	9	13	31	16	11	26	16	34	24
Hungary			15		7	5		18	4
USSR	23	26	100	54	39	142	61	27	72
Italy	1453	481	369	429	487	905	666	170	317
Canada	104	191	274	51	128	139	62	83	191
Mexico		5							
Cuba				35				30	
Other American		4	14	21	24	5	6		
All other and not reported	186	101	205	59	96	124	51	159	154
Persons of Spanish language	108	13	29	61	36		15	55	82
Persons of Spanish Mother Tongue	94	9	22	49	31		15	55	37
Persons of Puerto Rican birth or parentage	108								

1970 CENSUS TRACT INFORMATION

INFORMATION	CENSUS TRACT								TOTAL OR AVERAGE
	5401	5402	5403	5404	5405	5406	5407	5408	5409
<u>POPULATION</u>									
<u>RACES</u>									
White	4037	3848	5634	2886	3974	5455	2971	1693	3727
Negro	261	144	116	160	205	244	742	210	432
Other	41	5	7	48	24	6	28	21	23
Total	4339	3997	5757	3094	4203	5705	3723	1924	4182
									34225
									2496
									203
									36924
<u>TYPE OF FAMILY</u>									
All Families	1187	1030	1478	516	1067	1568	862	44	1091
Husband-Wife									8843
Families	954	944	1351	435	932	1365	644	40	928
Families with									7593
other male head	48	12	27	20	22	54	41		248
Families with									
female head	185	74	100	61	113	149	177	4	139
									1002

INTRODUCTION

Comprehensive plans are adopted for the people of a community. They serve the current needs of the people, besides trying to maintain the optimum relationship between future residents and the environment.

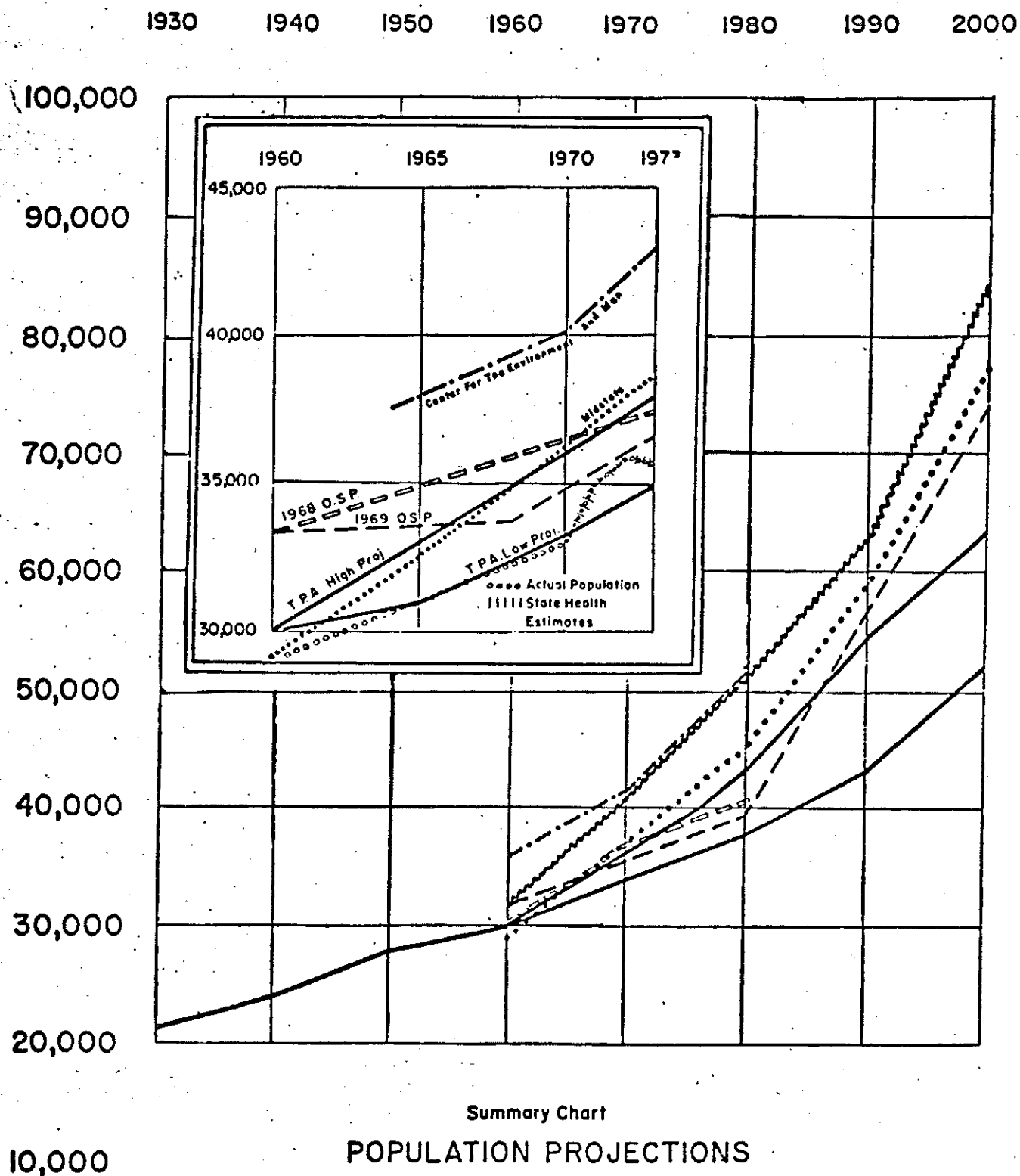
Population analysis then is at the base of almost all major plans and decisions. Figures on population are used in considering new highways and changes in existing ones. They're helpful in planning additional retail and wholesale establishments, and in determining water and sewer facilities. Population studies can be used in program planning for a variety of community services and facilities, such as a youth center or recreational schedules for senior citizens. School boards can use population projections in planning new classrooms and in looking for new locations for classrooms in the community.

This study centers on two types of population analysis. The first is current population studies, which focuses on the stratification and composition of Middletown. The second type of analysis involves forecasts which indicate future population levels. From these forecasts, Middletown can estimate future land use requirements, public facility needs, and the general composition of the City.

Many groups have published population projections and forecasts for Middletown. The chart on page E-3 summarizes the various projections for Middletown. All of the studies had different conclusions on Middletown's future population growth.

The low estimate of the 1965 Comprehensive Plan of Development has proven to be the most accurate. All the projections were done utilizing 1960 Census data. This report is the first population study on Middletown using 1970 Census results. All figures are from the Federal Census, except those on births and deaths since 1970, which were supplied by the City Department of Health.

It must be kept in mind that ideas for future development should be flexible to meet the changing needs of a changing population and environment. If population growth should not happen in the proportions outlined here, the inevitability of growth still cannot be ignored, and an effective community planning policy must be modified accordingly.



Key

- Technical Planning Associates, 1965
- Center For The Environment & Man, 1970
- ~~~~~ Conn. Development Commission, 1968
- Midstate Regional Planning Agency, 1969
- Revised Projection, Office Of State Planning 1969
- ===== Office Of State Planning, 1968

MIDDLETOWN AND THE MIDSTATE PLANNING REGION

Of the fifteen planning regions in Connecticut, the Midstate Planning Region was ninth in per cent population increase for the period 1960-1970. The fastest growing region in the State was the lower portion of Middlesex County, the Connecticut River Estuary Planning Region. That Region increased its population by 60.1%.

Midstate's population increase has not been dramatic, but its population level has been persistent. For the thirty years 1940-1970, the Midstate Planning Region accounted for 2+% of Connecticut's population:

MIDDLETOWN AND THE MIDSTATE REGION IN RELATION TO STATE POPULATION

	STATE NUMBER	MIDSTATE REGION NUMBER	% OF STATE	MIDDLETOWN NUMBER	% OF REGION
1940	1,709,242	41,449	2.42	26,495	63.9
1950	2,007,280	45,539	2.26	25,644	56.3
1960	2,535,234	62,269	2.46	29,136	47.3
1970	3,032,217	74,798	2.50	33,277	44.4

This table also indicates that Middletown's share of the Midstate population has been diminishing. In 1940, 63.9% of Midstate's population resided in Middletown. In 1970, the percentage living in Middletown had been reduced to 44.4%. Charts 1 & 2 look more closely at regional population changes.

CHART I

POPULATION TRENDS OF THE MIDSTATE REGION

1940 - 1970

	1940 POPULATION	% OF REGION	1950 POPULATION	% OF REGION	1960 POPULATION	% OF REGION	1970 POPULATION	% OF REGION
CROMWELL	3,261	7.9	4,286	9.4	6,780	11.5	7,400	9.8
DURHAM	1,098	2.7	1,804	4.0	3,096	5.3	4,489	6.0
EAST HADDAM							4,474	5.9
EAST HAMPTON	2,955	7.1	4,000	8.8	5,403	9.2	7,078	9.4
HADDAM	2,069	5.0	2,636	5.8	3,466	5.9	4,934	6.5
MIDDLEFIELD	1,230	3.0	1,983	4.3	3,255	5.5	4,132	5.5
MIDDLETOWN	26,495	63.9	25,644	56.3	29,136	47.3	33,277	44.4
PORTLAND	4,321	3.0	5,186	11.4	7,496	12.7	8,812	11.7
MIDSTATE REGIONAL PLANNING AREA	41,449		45,539		62,269		74,793	
THE REGION OUTSIDE MIDDLETOWN	14,954	36.1	19,895	43.7	33,133	52.7	41,521	55.6

CHART IIPOPULATION CHANGES 1940 - 1970

	<u>PERCENT CHANGES</u>		
	<u>1940-1950</u>	<u>1950-1960</u>	<u>1960-1970</u>
STATE OF CONN.	17.4	26.3	19.6
MIDSTATE REGION	9.9	29.3	20.1
CROMWELL	30.5	58.1	9.1
DURHAM	65.2	71.5	45.1
EAST HADDAM			23.0
EAST HAMPTON	35.2	35.1	31.0
HADDAM	26.9	31.5	42.4
MIDDLEFIELD	61.2	64.2	26.9
MIDDLETOWN	3.2	14.7	11.0
PORTLAND	20.5	44.5	17.6

In the past ten years the other towns of the Midstate Region have had much more substantial percentage increases than Middletown. Durham's population grew 45%, but Middletown's increase was 11%. The basic distribution pattern of people throughout the Region changed during this period. In 1960 Middletown accounted for 47.3% of the Midstate population; in 1970 it accounted for 44.4%. Middletown is no longer the strong, central core of a rural region, as it was at the outbreak of World War II. Middletown's growth hasn't substantially decreased. The other town's have had tremendous growth. This situation should have a considerable impact on the development of Middletown.

CHARACTERISTICS OF THE PEOPLE OF MIDDLETOWN

The proportion of males and females in Middletown is the same as in the rest of the State:

	<u>CONNECTICUT</u>	<u>MIDDLETOWN</u>
MALES	48.5%	49.0%
FEMALES	51.5%	51.0%

In Middletown, the number of males and females were both up by 11%. Several characteristics of population are related to this basic figure, and all increased at a similar pace. There were 12% more married couples in 1970 than in 1960. Family population increased correspondingly by 14%. Household population saw a 13% increase. The Bureau of the Census defines family as persons living in the same household who are related by blood, marriage, or adoption. Household is a term which covers persons occupying a single housing unit.

Perhaps the Census characteristics whose meaning will have the greatest impact on the Middletown of the future are family and household population. The number of families increased 7% since 1960, but the number of households increased by 21%.

At the same time, there was a significant increase in the number of unrelated individuals in Middletown. This group increased 36%. Unrelated individuals are considered to be persons not living with relatives, but living in a household entirely alone, or with one or more persons not related to him. These two groups include young adults renting in apartment buildings throughout the City.

Related characteristics are median age and educational levels. The median age in Middletown decreased by about five years, from 33.4 years in 1960 to 28.8 years in 1970. Middletown's population is even younger than the State's; the median age of the population of Connecticut is 30.3. The median school years completed by Middletown residents remains lower than the State median, but the gap has narrowed. In 1960, the median by State residents was 1.3 years MORE than the median school years completed by Middletown residents. In 1970, the difference was only .4 years.

These figures should be regarded as a unit. Overall, they indicate no dramatic change in Middletown's tradition as a family community, but they do signal the surfacing of younger, better educated groups in Middletown, in line with national trends. With the new construction of attached dwelling units in Middletown, this group will probably increase. These people are usually described as more affluent, self-concerned, more oriented to immediate pursuits vs. long term concerns, fashion and appearance conscious, active both in lifestyle and leisure pursuits. In order to capture this new market, public and private groups will be obligated to tailor their programs to reflect this groups needs.

FUTURE POPULATION LEVELS

Changes in population levels come about through natural population increase and migration. Natural increase is defined as the excess of births over deaths, while migration is the result of movement from one community to another. Net migration is the net change in population due to the interchange of people with other communities. Basically, it is the difference between the people who move into the community,

and the number of people who move out of the community.

Chart A shows the population changes in Middletown for a thirty year period:

CHART A: POPULATION CHANGES 1940-1950-1960-1970

	<u>TOTAL CHANGE</u>	<u>NATURAL INCREASE</u>	<u>NET MIGRATION</u>
1940-1950	3216	2550	666
1950-1960	3539	3794	-255
1960-1970	4211	2685	1526

Chart A includes Middletown's group quarter population. If the group quarter population is excluded, the population levels are changed. Chart B shows that Middletown's households population gain has effectively come only in the last ten years:

CHART B: POPULATION CHANGES 1940-1950-1960-1970

	<u>TOTAL CHANGE</u>	<u>NATURAL INCREASE</u>	<u>NET MIGRATION</u>
1940-1950	-851	2550	-3401
1950-1960	3775	3794	-19
1960-1970	3858	2685	1173

While many population projections and forecasts go far into the future with an assumed fertility and mortality rate, population changes in Middletown will be due to net migration. Population increases will come from the people occupying the new housing in Middletown, which increased 39.3% from 1960 to 1975. If all the houses with conceptual approval were to be built, there would be a 92.0%

POPULATION ESTIMATE

1970	Household Population	33,277
	Estimate Population, all housing units in place, January 1, 1975 ¹ .	39,711
	Births, 1971-1974	2,148
	Deaths	-1,299
	Total Estimated Population Jan. 1, 1975	40,560

FORCASTED POPULATION

1970	Household Population	33,277
	Projected Population in units with conceptual approval ^{1, 2} .	20,966
	Total Projected Population	54,243

1. Based on 1970 average household size in Connecticut. Incorporates 1970 vacancy rate of 5.6% in Middletown.
2. No time frame is associated with this figure

increase in housing in Middletown since 1960. Since 1970 alone, there has been a 62% increase in housing with conceptual approval. Measures which incorporate housing information will give the best idea of Middletown's future population. Housing information takes into account the people who are now not residents of Middletown but who will occupy the new housing.

Charts C and D use housing information to derive estimates of current population and future population in Middletown. Because Middletown's population will draw considerably from Connecticut for its future population, each housing unit was multiplied by the 1970 household size in Connecticut (3.16 persons) to determine population. In allocating amounts and levels of service in Middletown, these figures should be consulted.

CONSIDERATIONS ON PLANNED POPULATION GROWTH

Growth is not by definition a good thing and it is not the basic ingredient of a strong, vital community. New industries and an increase in housing starts do not necessarily mean community progress. Often, services needed to accommodate new developments can be more costly than tax benefits derived from them. Growth is a variable which should be influenced in pursuit of a desirable quality of life.

Growth is a key element in attaining comprehensive planning goals. Limiting or managing growth is not a goal, but a technique for achieving other benefits. The Planning and Zoning Commission's attention should be directed towards devising a strategy which encourages growth towards a development of balances. Planning provides a framework for guiding Middletown towards growth by relating, balancing, and harmonizing the physical, social, economic and cultural factors

of the community. If these factors are not considered in terms of valid land use regulations, long range comprehensive planning (including fiscal planning), then Middletown will have to cope with excessive mill rates, inadequate public facilities, damage to the environment, and inefficient land use.

The first step in devising a growth strategy is to learn where the people of a community are located. Most of Middletown's population resides in the geographic center of the City. As much as 58% of the population is on 15% of the City's land (see following charts and maps for further detail). There does exist a very definite demographic center in Middletown. Housing construction since the 1970 Census, however, is moving outward from the urban core.

Thirteen percent of the population reside in Census Tract 5409, where most of the R-1 land is situated, in the southern portion of Middletown. Much of this land is designated in the Proposed Plan of Conservation and Development for Connecticut as suitable for urban development. The State would encourage residential development in these areas at densities of one dwelling unit or more per half acre. Since Census Tract 5409 basically has no sewer and water, almost an acre is required before a house can be built.

As zoned, Census Tract 5409 could support 9,592 families (there were 1,156 families there in 1970). This could mean a possible tract population of 29,735, which is about the population of all of Middletown in 1960. The State plan proposes development twice this size. Middletown should keep in mind that development of residential areas means a corresponding development of commercial properties, such as

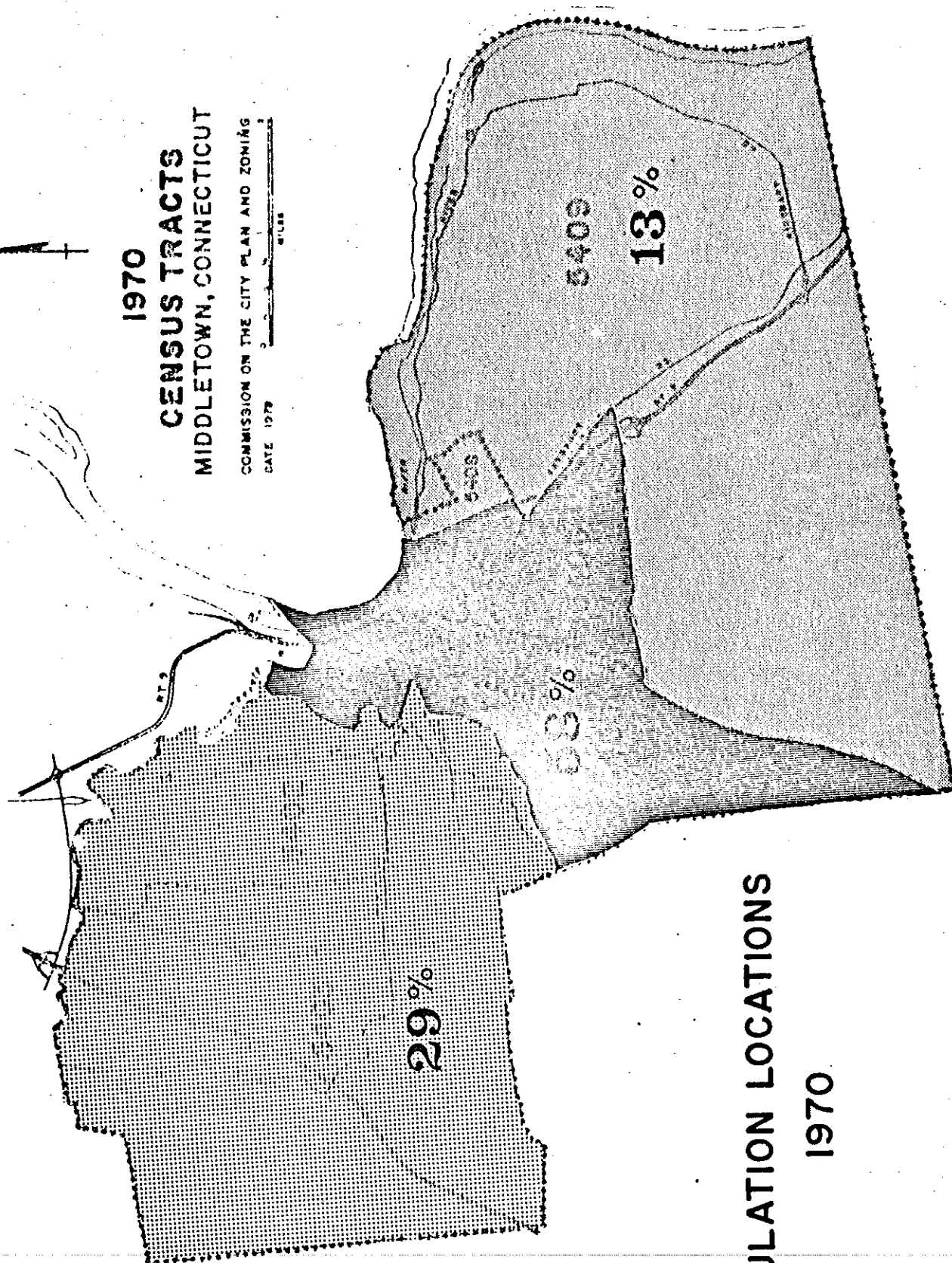
supermarket and convenience stores. At the very least, this density should support a neighborhood shopping center. This would require a minimum of 4 acres be zoned as B-2 land.

The most immediate growth issue confronting Middletown is whether this land should support more housing, if it should be developed at a lower density, or if it should be retained as open space. If it is decided to develop this land at a residential density, Middletown should take every step to provide the services needed by families and households.



**1970
CENSUS TRACTS
MIDDLETOWN, CONNECTICUT**

COMMISSION ON THE CITY PLAN AND ZONING
DATE 1979



**POPULATION LOCATIONS
1970**

1970 POPULATION, BY CENSUS TRACT

ITEM	TRACT NUMBERS									TOTAL
	5401	5402	5403	5404	5405	5406	5407	5408	5409	
AREA (sq. Miles)	0.90	3.50	12.76	0.50	3.30	1.84	.85	.40	18.84	42.9
TOTAL POPULATION	4339	3997	5757	3094	4203	5705	3723	1924	4182	36,924
HOUSEHOLD POPULATION	4275	3958	5711	1952	4034	5463	3574	189	4121	33,277
PERCENT POPULATION	12.8	11.8	17.2	5.8	12.1	16.4	10.6	.6	12.4	
ACRES	292.0	2195.2	7974.4	240.4	2073.6	1127.0	269.8	220.7	11865.0	26258.1
POPULATION/ACRE	14.6	1.8	.7	8.1	1.9	3.8	13.2	.9	.3	.3
R-1 ACREAGE		1516.7	6328.0	12.10	1386.7	1061.8		220.7	9592.0	
R-2 ACREAGE		145.6	33.2		66.0					
R-3 ACREAGE	150.3		156.4	185.9	74.0	21.9	119.5		35.4	
R-4 ACREAGE	14.6		16.3	42.3			70.0			
B-1 ACREAGE	16.2						10.2			
B-2 ACREAGE			90.8		8.7	42.5	19.3			
B-3 ACREAGE	38.8						41.0			
I-1 ACREAGE	72.1					50.6	9.8		132.9	
I-2 ACREAGE		465.9	1126.3		250.8					
I-3 ACREAGE								1709.6		
PRD. ACREAGE		67.0	291.1		287.4	15.3		49.0		

MIDDLETOWN'S ETHNIC AND RACIAL COMPOSITION

Middletown's foreign stock is a significant proportion of the City's population. State wide in 1970, 23.3% of the population was of foreign stock while in Middletown 35.1% was of foreign stock. The U.S. Bureau of the Census uses the term foreign stock to describe the native population of foreign or mixed parentage and the foreign born population.

Only three ethnic groups increased in Middletown: Italians, Czechoslovakians, and persons from the United Kingdom. All other groups DECREASED. From 1960 to 1970 Czechoslovakians increased by 19, persons from the United Kingdom increased by 113 and Italians increased by 436, the largest increase.

Middletown's racial composition has similar proportions as the State's racial composition. While the City's Negro population had a considerable percent increase from 1960 to 1970, only 6.7% of the total population is Negro.

The following charts and table detail information about Middletown's ethnic and racial groups. All figures are from the 1960 and 1970 census.

CHARACTERISTICS OF THE POPULATION
ETHNIC COMPOSITION 1960-1970

E-17

	1960	1970	Difference	% Change
Total Population	33,250	36,946	+3696	+11.1%
Persons of Puerto Rican Birth/Parentage	41	172	+ 131	+344%
Total Foreign Stock	13,735	13,278	- 457	- 1.1%
% Foreign Stock of Total Population	41.3%	35.1%		- 6.2%
Foreign Born	3,758	3,763	+ 5	+ 1.5%
Native of Foreign or Mixed Parentage	9,977	9,515	- 462	- 5.6%
United Kingdom	818	931	+ 113	+13.8%
Ireland	927	628	- 299	-33.3%
Sweden	529	323	- 206	-38.9%
Germany	811	653	- 158	-19.5%
Poland	2,618	2,036	- 582	-22.2%
Czechoslovakia	146	165	+ 19	+13.0%
Austria	257	180	- 77	-29.9%
Hungary	63	49	- 14	-23.8%
USSR	600	534	- 66	-11.0%
Italy	4,841	5,277	+ 436	+ 9.0%
Canada	1,154	1,223	+ 69	+ 6.0%
Mexico	33	5	- 28	-84.8%
All other and not reported	929	1,135	+ 206	+22.2%

CHARACTERISTICS OF THE POPULATION
RACIAL COMPOSITION 1960-1970

	1960	1970	Difference	% Change
White	31,924	34,225	+ 2301	+ 7%
Negro	1,291	2,496	+ 1205	+ 93%
Other	35	203	168	+480%

PERCENT RACIAL COMPOSITION - 1970

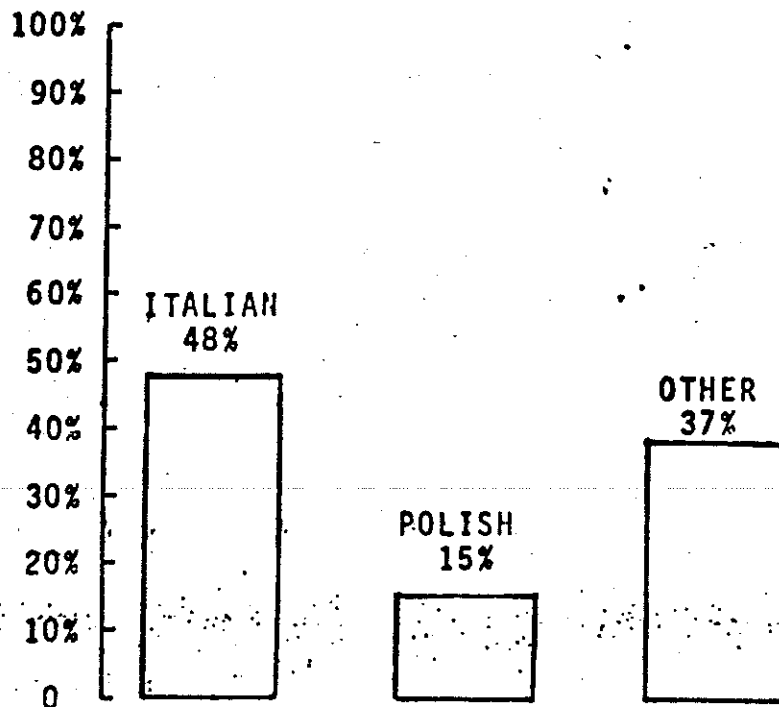
	WHITE	NEGRO	OTHER
State	93.7%	5.9%	.4%
Middletown	93.2%	6.7%	.1%

PERCENT FOREIGN STOCK OF
TOTAL POPULATION 1970

E-18

State	23.3%
Middletown	35.1%
United Kingdom	2.5%
Ireland	1.7%
Sweden	.8%
Germany	1.6%
Poland	5.6%
Czechoslovakia	.4%
Austria	.5%
Hungray	.1%
USSR	1.0%
Italy	14.3%
Canada	3.3%
Mexico	.01%
All other and not reported	2.0%

Most of Middletown's Foreign Stock has an Italian or Polish Heritage



Study of the urban economy explains how the City has developed, and what are its future possibilities. Economic analysis is essential to sound public decisions in the form of comprehensive plans, zoning ordinances, transportation networks, urban renewal proposals, and other public improvement plans. Government policy towards land use, taxation and municipal expenditures should take the local economy into account.

Economic factors operating in Middletown are an essential element in its comprehensive plan. This document is a framework for an economic program which will promote the City's comprehensive planning goals. All figures are from the U.S. Census except as noted.

THE ECONOMIC BASE OF MIDDLETOWN

Communities often use the economic base technique to analyze their urban economy. Economic base technique divides economic activity into two areas. The most important sources of income and jobs in a community come from the prime movers of an economy - those industries which sell goods and services to firms and individuals outside the city. Prime movers engage in the basic activity of the community. The other important part of the urban economy involves nonbasic activities. These are activities in which goods and services are consumed within the confines of the community.

The theory distinguishes between economic activity which brings money into the community (the basic activity) and economic activity

which circulates the money that is already there (the nonbasic activity). Nonbasic activity is important, but the critical element in the economic health of the community is the prime movers. The future economy is directly related to the continuation and improvement of these industries, as well as the attraction of new ones. Expansion of base activity usually means corresponding growth of the nonbasic economy, which in turn means growth of the urban economy.

A popular measure of basic activity (sometimes called the export sector of the economy) and hence the nonbasic activity (sometimes called the local sector of the economy) is the location quotient. Identification of export activity works on the concept that there is a uniformity of demand pattern. If a certain industry group in a city claims a greater percentage of the local labor force than its counterpart does on the national level of the nation's labor force, the excess is assignable to the export sector of the local economy. If the local labor force is less than the national labor force, then it is assumed no exporting occurs, and all activity is local.

Economic base analysis reveals that there are nine prime movers of Middletown's economy (see Page F-13). They are in order of magnitude:

1. Hospitals;
2. Other retail trade besides category 6;
3. Elementary, secondary schools and colleges;
4. Manufacturing: transportation equipment, other durable goods; printing, publishing, and allied industries; chemical and allied products; other durable goods;
5. Other personal services;

6. General Merchandise, retailing;
7. Business and repair services;
8. Eating and Drinking places;
9. Welfare, religious and nonprofit organizations.

These industries are the foundation of Middletown's local economy. The economic foundation appears to be diversified, as the City's economic health is not tied to any one industry. The prime movers are not necessarily the industries which employ the most people. Those industries employing the most people are construction, insurance, real estate and other financial areas, general merchandise and retailing, and the legal, engineering, and miscellaneous professions. Besides providing information about the quantitative relationships between the parts of Middletown's economy, economic base analysis can also show a ratio between these parts and the community's population. With a set of ratios, Middletown can better explain and forecast economic change, and the changes that can be anticipated in the other aspects of the community. Such a set of ratios is expressed below:

B	:	LM	::	1	:	21.5
B	:	TE	::	1	:	22.5
LM	:	TE	::	1	:	1.04

TE	:	TP	::	1	:	2.3
B	:	TP	::	1	:	53
LM	:	TP	::	1	:	2.5

B = Export market activity (base)
 LM = Local market activity
 TE = Total employment (base and local market)
 TP = Total household population

These ratios indicate Middletown's economy is supported by a small base employment. Local market activity, however is critical in the City's economic structure; most Middletown workers are employed in this sector.

Population analysis has shown that Middletown's population growth will most likely be due to the availability of new housing, not because of a large increase in new jobs. Tremendous potential, then, lies in the development of local market activity. If the 1:2.5 ratio of local market activity to total population were to be maintained, by the time the future population level were achieved, there would be 818 more local market jobs. This would mean more retail outlets, more doctors and other professional people, more jobs in education and public administration, more beauty salons and barbers, and increase in office services, theaters, amusement or recreation places, and eating and drinking places.

Economic base analysis reveals that the traditional element of Middletown's economy - manufacturing, retail trade, hospitals, and educational facilities - still have an impact here in the 1970's. The Connecticut Manpower Executive Association in their report on the Middletown labor market area forecasts there will be less change in the relative importance of the major occupational groupings in the structure of the Middletown labor force than in that of the other Connecticut labor market areas. The prime movers of Middletown's future economy will undoubtedly be the prime movers of the 1970 economy. Local market activity will continue to grow in importance as people become more interested in the services which make for a high

quality of life.

RETAIL TRADE

Retail trade is an element of Middletown's basic activity. Page F-14 shows retail sales for the Midstate Planning Region and per capita retail sales, based on Connecticut Development Commission data. Middletown still is considered a trade area center.

Several factors determine trade areas: highway accessibility, convenience, geographic distribution of charge cards, the circulation range of newspapers and other local advertising media, selection of merchandise in the key cities, and the amount of daily travel into the downtown shopping district by persons employed in the area.

During 1970 - 1972, Sales Management reports that retail sales increased by 40%:

	1970 (000's)	1971 (000's)	1972 (000's)
Food	\$19,414	\$21,158	\$24,517
General Merchandise	17,463	21,752	24,579
Furniture, household appliances	3,399	3,883	5,365
Automotive	9,859	13,744	15,370
Drug	2,487	2,648	2,960
Other	<u>26,754</u>	<u>30,194</u>	<u>37,575</u>
TOTAL	\$79,396	\$93,379	\$111,547

The population increased 27% during this period. Increasing population and increasing retail trade reinforce the need for more commercial space, particularly in areas close to the population.

The recent population growth will provide a new market for Middletown retailers. But, people moving into the new housing have

no strong ties to local stores. They could easily purchase goods in other towns, particularly if these towns have convenient commercial areas. The younger, more skilled, more affluent population is a different consumer market from the previous market in Middletown. It has more discretionary income to spend. It is mobile, and in a position to be selective in its purchases. While there is a potential for an expanded retail market, now is the time to plan for developing that potential.

THE LABOR FORCE OF MIDDLETOWN

Dependency ratios and youth dependency ratios are used to gauge labor participation and the production potential of an urban economy. The youth dependency ratio gives an idea of the size of the youth age group and its growth or decline in relation to the productive age group. These measures compare youth (ages 0-14) and retired (65 and over) to the productive population (ages 15-64). Below are these indexes of Middletown's population growth:

	<u>Dependency Ratio</u>	<u>Youth Dependency Ratio</u>
1950	45.4	34.9
1960	61.2	46.2
1970	58.6	44.6

The two ratios have an impact on the local economy. They influence investment, savings, pensions, and government expenditures. An increase in younger dependents requires a greater allocation for social investment; that is, investment in the rearing and education of the younger part of the population. An increasing dependency ratio reduces production per

worker and generally decreases the quality of life of the community.

The per cent age distribution of Middletown's population has been almost constant since 1950 (see F-15.) but generally the population is younger than it has been. The dependency ratio and the youth dependency increased in 1960, but has decreased since. The labor force has increased, so the productive capacity of the population has increased. A larger income producing population means more taxes and revenues to the City, since there will be more possible property owners and a greater market potential for retail sales.

Middletown's labor force is moving away from blue collar employment (see Charts I and II). In 1970, there was 14% less blue collar employment than in 1960. During this same period white collar employment increased 15%. Manufacturing employment still is a very critical factor in the City's economy. In 1970, 1971, and 1972 the top ten taxpayers in Middletown included six manufacturing concerns: United Aircraft, EIS Automotive Corporation, Fenner America Limited, North and Judd, American Education Publications, and Raymond Precision Industries.

Another important urban indicator is income. Low income is as significant as a high unemployment rate. In 1970, 10% of the households in Middletown had incomes below the poverty level. Statewide, 8.7% of households were below the poverty level.

Median income in Middletown is below the State's median income level. In fact, median income in Middletown is one of the lowest in the Midstate Planning Region. The following table shows median income

**PERCENT DISTRIBUTION OF THE
EMPLOYED LABOR FORCE, 1960-1970***

GROUP	1960¹	1970²	% CHANGE
White collar workers	40%	49%	+9
Professional, Technical	12%	17%	+5
Managers, Officials, Prop.	7%	7%	--
Clerical	15%	6%	-9
Sales	6%	19%	+13
Blue collar workers	42%	37%	-5
Craftsmen, foreman	15%	13%	-2
Operatives	23%	20%	-3
Laborers, except farm	4%	3%	-1
Service workers	11%	14%	+3
Private household workers	2%	1%	-1
Other service workers	9%	13%	+4
Farms	11%	.01%	-.9
Farm managers, farmers	.2%	.002%	-.19
Farm laborers, farm foremen	.8%	.004%	-.80

1. Midstate Regional Planning Agency Economy Study
2. United States Census of Population: 1960, 1970

CHART 2

**PERCENT DISTRIBUTION OF EMPLOYMENT
BY INDUSTRY, 1950 - 1960**

	1950*	1960*	1970**
Farming & Mining	4%	7%	1%
Construction	5%	6%	5%
Manufacturing	41%	41%	36%
Transportation & Utilities	3%	3%	3%
Trade	17%	14%	27%
Other Services & Government	29%	28%	28%
Number of Employed	11306	12900	15521

*Midstate Regional Planning Agency Economy Study

**1970 Census

for 1970 in the Midstate Planning Region.

Cromwell	\$12,604
Durham	12,538
East Haddam	10,914
East Hampton	10,879
Haddam	12,080
Middlefield	12,595
Middletown	11,280
Portland	12,212
State of Connecticut	11,811

Sales Management reports figures on effective buying income, which is income after taxes. The effective buying income in 1972 in Middletown was below the EBI for the state and the county:

	\$\$ NET DOLLARS (000's)	EBI MDN. HSHD. CASH INCOME (\$'s)
Middletown	140,443	9,123
Middlesex County	487,654	9,681
Connecticut	13,864,496	10,149

Middletown's low median income and effective buying income is not a new aspect of the local economy. The table below appeared in a Mid-state Planning Region Report. It shows that in 1959, Middletown's median income was below the Midstate median.

MEDIAN FAMILY INCOME BY TOWN, 1959

	<u>Amount</u>
Midstate	\$6,763
Cromwell	7,168
Durham	7,007
East Hampton	6,568
Haddam	6,801
Middlefield	6,738
Middletown	6,600
Portland	7,080

Source: 1960 Census of Population

Income is critical in planning for Middletown's future since it affects the spending potential of individuals, and of public and private groups. In proposing expenditures groups and individuals should realize that Middletown residents have less to spend than other Connecticut residents.

FOCUS ON MIDDLETOWN'S ECONOMIC FUTURE

Planning's early ties with architecture and engineering made the first attempts at improving the local economy project oriented. In Middletown, as in most small American cities, there has been an emphasis on building industrial parks, civic and arts centers, and redeveloping downtown areas. But, every local decision affects the local economy, not just those concerned with facilities. The paramount efforts of local governments is to improve the quality of life, for ultimately it is the quality of life which determines the success or failure of

the urban economy. This document has not itemized development projects, but has presented essential background material needed to guide positive economic development. This background material can be used as a start in analyzing issues so that the economic vitality of Middletown will be preserved and maintained.

Two comprehensive planning goals are particularly relevant to assuring Middletown's sound economic development.

1. To create an economically sound community, by providing an economic climate favorable for commercial, industrial, and service related activity. The basis for this is a strong central business district, which is the focus for retail business and service offices, and public buildings.
2. To create a healthy, safe, pleasant and attractive environment in the community by setting the highest possible standards for living and working conditions.

Two programs might help to achieve these goals. The first would be the development of a higher standard of living through improved employment and better jobs, not just more jobs. High quality, high paying jobs would have a positive effect on the entire economic structure of the City.

As already discussed, Middletown's population subsists on an income level below the State median. If local residents are to enjoy Connecticut's renowned quality of life, economic policy must encourage higher salary positions. Middletown should try to maximize opportunities for employment advances, and to stimulate employment opportunities for skilled and professional workers. Such a policy

hopefully would give the city a higher income which could better finance the increasing demands for services placed on the City.

The second program which would contribute to Middletown's economic development is an adequate economic base. Emphasis should be on diversification of the base, coupled with a balanced expansion of the existing economy. Middletown's leadership should give this goal their immediate attention if services and facilities are to be provided for the population of Middletown.

Middletown should try to attract employment in export industries with good prospects for the future. This would mean discouraging more employment in durable goods, since they are so sensitive to changes in the national level of the business cycle. Middletown should look towards encouraging service industries which are less affected by high fuel and power costs and distance to markets and thus more likely to grow, given current trends. As noted in the section on economic base analysis, service industries already are an important element in Middletown's economic structure. The cornerstone of the City's economic policy should be to encourage the service industries: education, medicine, hospitals, health and allied services, insurance, banking, and research and development firms. These industries are generally high salaried, and employees prefer to locate in areas which offer the amenities of good living. Middletown and the Midstate Region qualify as one of these areas.

INDUSTRY OF EMPLOYED PERSONS	PERCENT MIDDLETOWN EMPLOYMENT	PERCENT NATIONAL EMPLOYMENT	1. LOCATION QUOTIENT
Agriculture, forestry & fishing.....	1.0	3.7	
Mining.....	.1	.8	
Construction.....	4.5	6.0	
*Manufacturing.....	35.9	25.9	1.4
Furniture, lumber, wood products.....	.2	1.2	
Metal Industries.....	.4	3.5	
Machinery, except electrical.....	4.8	2.6	
Electrical machinery, equipment and supplies...	1.4	2.5	
* Transportation equipment.....	14.4	2.8	
* Other durable goods.....	4.7	2.7	
Food & Kindred Products..	.6	1.8	
Textiles & fabricated textile products.....	2.0	2.8	
* Printing, publishing, and allied industries.....	1.0	.2	
* Chemical and allied products.....	.8	.1	
* Other nondurable goods (including not specified Mfg. industries).....	2.2	.8	
Railroads and railway express service.....	.1	1.4	
Trucking service and warehousing.....	.6	1.4	
Other transportation.....	.2	1.4	
Communications.....	1.4	1.7	
Utilities and sanitary services.....	1.3	4.0	
Wholesale trade.....	2.3	2.5	
Food, bakery, and dairy stores.....	2.4	3.0	
*Eating and drinking places.	3.0	2.7	1.1
*General merchandise, retailing.....	2.9	2.2	1.3
Motor Vehicle retailing and service stations.....	1.3	5.5	
*Other retail trade.....	5.5	1.7	3.2
Banking and credit agencies.....	1.1	3.3	
Insurance, real estate and other finances.....	3.0	3.1	
*Business and repair services.....	1.8	1.5	1.2
Private households.....	.6	3.1	
Other personal services...	1.9	1.4	1.4
Entertainment and Recreation services.....	.4	3.1	
*Hospitals.....	7.4	.8	9.2
Health service, except hospitals.....	2.4	3.5	
Elementary, secondary schools and colleges, private and public.....	4.1	2.0	2.5
Other education and kindred services.....	.3	1.9	
*Welfare, religions, and non-profit membership organizations.....	1.6	1.5	1.0
Legal, engineering, and miscellaneous professional services.....	2.4	2.5	
Public Administration.....	5.0	5.4	
Total Employed, 16 and over	15,521	76,553,599	

*Export Activities

Base Employment 686.70
Local Market Employment 14,834.30

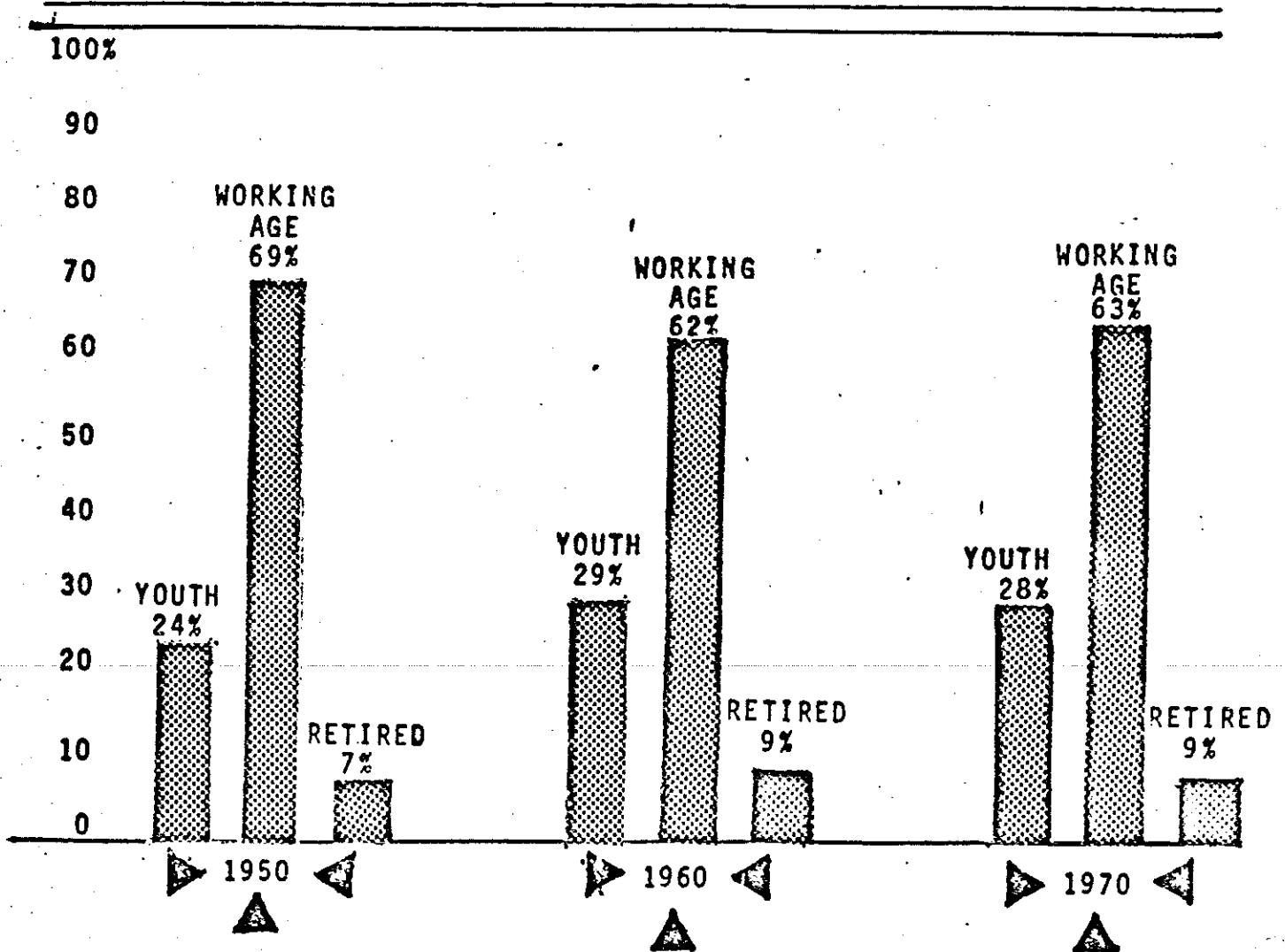
1. The quotient was determined by dividing the Middletown percentage by the United States percentage.

<u>TOWNS</u>	<u>RETAIL SALES (MILLIONS)</u>		<u>PER CAPITA RETAIL SALES (\$)</u>	
	<u>1967</u>	<u>1970</u>	<u>1967</u>	<u>1970</u>
Cromwell	4.6	5.8	622	784
Durham	1.8	1.9	450	423
East Haddam	5.8	6.5	1,289	1,390
East Hampton	6.3	9.4	887	1,328
Haddam	3.8	4.9	927	993
Middlefield	1.7	2.6	415	629
Middletown	67.8	84.8	2,002	2,297
Portland	10.5	14.9	1,250	1,691
Total Region	102.3	130.8	\$1,604	\$1,666
Total State	5043.4	6162.9	\$1,722	\$2,032

Source: Connecticut Development Commission

The percent age distribution of Middletown has been constant for a twenty year period.....

	<u>1950</u>	<u>1960</u>	<u>1970</u>
Youth (0-14 yrs.)	5,962	8,341	9,346
Working Population (15-64 yrs.)	17,330	18,073	20,976
Retired (65 + yrs.)	1,916	2,720	2,955
TOTAL	25,208	29,136	33,277



URBAN REAL PROPERTY VALUES AND LAND USE

Urban land is valued since it is the location of many many diverse activities. Urban property values have received increasing attention from city planners because of the decentralization, obsolescence and financial crisis in local government. Taxation is based on property values, so taxation determines both the quality and quantity of municipal services in the community. Sound comprehensive planning policies can only be effective if they take into account property values.

Real property values are interrelated with land use. Property values have a direct impact on utilization of land for various purposes, locations, and densities. Studies of real property values can help towns decide if proposed locations of particular uses, or groups of uses, are feasible. Examining the pattern of land and building values can give towns some notion whether developers are likely to take up land in the use and intensity that may be significant from a public interest point of view. The urban land market is critical in deciding land use, the amount of improvements to land, and the timing of improvements.

The urban land market is important in deciding the highest and best use of land. This traditional appraisal term describes the land development for a particular site, which in comparison with other development schemes will justify the highest payment for land when the cost of buildings and improvements is assumed to be a given amount.

The urban land use market affects land use, the amount of public improvements to land, and the timing of improvements. Since real property valuation is the basis of local taxes, land use policy impacts all aspects of municipal services.

THE PROPERTY VALUE MAP

By showing valuation data in map form, the geographic pattern of values can be ^{properly} analyzed. Although market value appraisals give the most accurate figures for a map of property values, assessed values, on file in the Tax Assessor's Office, can also be used. These values, however, have an approximate relation to true market values. Assessed values generally are below the estimated true value by an established percentage.

Valuation was shown on a 3 X 5 Planning and Zoning Commission map of land use and related information. Property valuation (i.e., land and buildings together) was summed for each census block. The U.S. Bureau of the Census defines a block as any rectangular piece of land bounded by streets or roads. Valuations for the census tracts where Wesleyan Hills and the Connecticut Valley Hospital are located was not determined, since their future development is minimally affected by municipal policy. In addition, redevelopment parcels were not studied since their values will change drastically in the near future. Land and building value together was studied, since land use is made up of building value and land value together.

Totals for property values on each block were divided into ten categories:

1. Less than \$100,000
2. \$ 101,000 to \$ 200,000
3. \$ 201,000 to \$ 300,000
4. \$ 301,000 to \$ 400,000
5. \$ 401,000 to \$ 600,000
6. \$ 601,000 to \$ 800,000
7. \$ 801,000 to \$ 1,000,000

- 8. \$ 1,000,001 to \$ 2,000,000
- 9. \$ 2,000,001 to \$ 3,000,000
- 10. Over \$ 3,000,000

THE STRUCTURE OF URBAN PROPERTY IN MIDDLETOWN: AN ANALYTIC VIEW

Sites with the highest value are found in the outlying areas of town. These areas are usually one or two blocks in size surrounded by blocks of considerably lower value. The areas of Middletown with the highest value are:

- 1. Property along East Street, close to Cromwell;
- 2. High rise apartments off Newfield Street, and the public schools near Newfield Street;
- 3. Commercial areas on Washington Street;
- 4. Lands west of Route 17, primarily Wesleyan Hills and the schools (Vinal Technical School, Snow School, Mercy High School);
- 5. The area between Bartholomew Road and Chamberlain Road, where Xavier High School and Cedar Village is located;
- 6. Industrial lands in the south east, where HELCO and United Technologies is located.

The highest valued property in Middletown is residential property. These areas have a high ratio of dwelling units per acre. Examples are Wesleyan Hills, and the high rises east of Newfield Street. Neighborhoods developed as single lot subdivisions have lower values than if they were clustered.

The block with the highest value is the Westlake area. The next highest valued land is industrial land, where Hartford Electric Light and Pratt and Whitney is located.

As might be expected, business areas also are quite. The downtown section is valued between \$1,000,000 and \$2,000,000. This high value is concentrated in four blocks, surrounded by lower valued land and redevelopment areas. The business core has not developed with the finger like extensions from the central core, as did the cities described by Stuart Chapin in URBAN LAND USE. In fact, two other commercial areas, Route 66 and Route 17 are even higher valued.

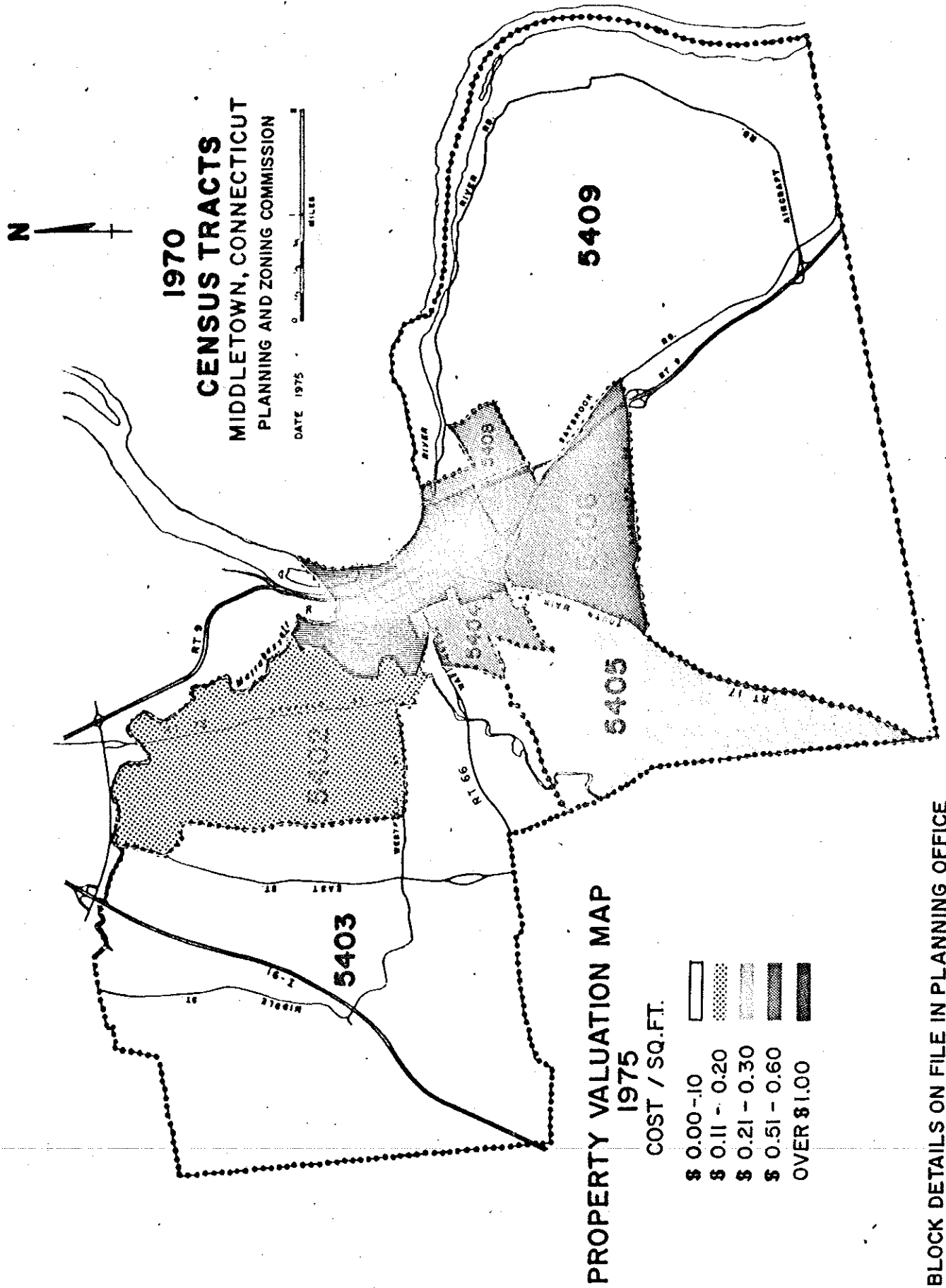
Because of the large size of the property valuation map, there is a summary map on page F-21. This map shows property valuation for each census tract. Census tracts are small, permanently established geographic areas into which cities and counties have been divided for statistical purposes.

The summary map shows the importance of site development in assuring that land is utilized in a way that provides the most beneficial return to the City. The highest cost per square foot is in Census Tract 5407, an intensively developed area just south of the business section. But, this is a neighborhood often cited as needing redevelopment. Clearly, it is the way land and buildings are grouped that yield a high market value and, correspondingly high taxes to the City.

LAND USE POLICY: KEY TO A VIABLE MIDDLETOWN

Property value studies are of paramount importance in deciding proper land use. Such studies determine and reflect the character and intensity of land use. As land use policy becomes more important, city planning becomes more involved with the fiscal administration of local government. One of the new concepts now discussed to alleviate the financial

crisis of municipalities is to make the local property tax a site tax. Such a change would tie planning more closely to land use, and would help assure that the highest and best use of land in towns such as Middletown is achieved. Land use policy for undeveloped portions of the City will have to be carefully formulated since it effects the full spectrum of the municipal delivery system.



BLOCK DETAILS ON FILE IN PLANNING OFFICE

VEHICULAR CIRCULATION

The key factor in Middletown's development has been its location along the Connecticut River (see historical section of this report). When the river trade ended, there was no rail line here for convenient access from the City to other areas. It wasn't until the development of modern highway system that Middletown had extensive arteries connecting to the region and nation.

The two major highways in Middletown are Interstate 91 and State Route 9. The chief east-west link is State Route 66, locally known as Washington Street. The other streets in Middletown have developed on an incremental basis, with no evidence of conscious planning of an adequate circulation system.

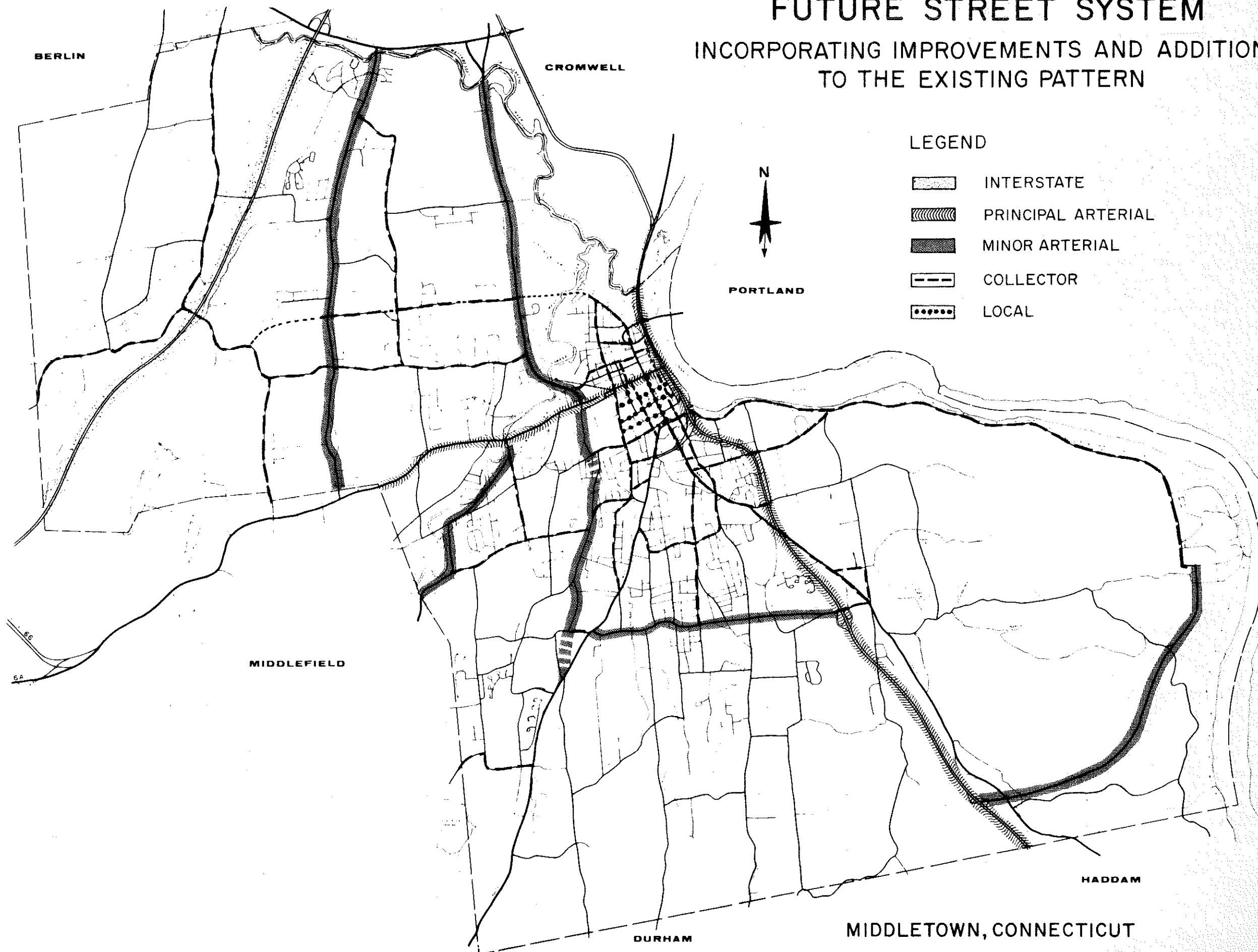
The area wide TOPICS study provided Middletown with an opportunity to look at its streets comprehensively.

TOPICS is designed to determine and record a traffic improvement plan which would increase the capacity and safety of the existing vehicular system, starting with Middletown's current transportation net work. The program took into account (a) existing street and traffic conditions; (b) projects currently in the construction stage; (c) projects in the planning stage; (d) projections of future streets needed to meet the objective of a more adequate circulation system.

The following map shows Middletown's proposed future street system. Incorporates improvements and additions to the existing pattern.

FUTURE STREET SYSTEM

INCORPORATING IMPROVEMENTS AND ADDITIONS TO THE EXISTING PATTERN



COMMUNITY FACILITIES

1. RECREATION

Middletown is incorporated as a City, but besides having highly developed urban areas, it also has large rural areas. Much of Middletown's total land belongs to one or another of the institutions located here, including some State park and forest land.

This land is likely to remain open, or sparsely used, in the foreseen future. In addition, a considerable amount of the total available land area in Middletown is topographically unsuited to highly intensive development.

It is apparent that there will be areas with a mixture of business, industrial and residential characteristics, but most of the City will be residential. These variations do not make feasible the strict application of usual standards for recreation facilities.

Certain types of facilities serve the entire community, such as a large forest or park. Others serve special segments of the population; such as ball grounds or tennis courts. Still others serve small neighborhood areas, offering places where small children can play, and adults can sit or stroll. Low density suburbs, where each family has its own back yard, require less of neighborhood facilities than more compact residential areas.

The Community-Wide Citizen Survey has several questions on recreational facilities. However, an extensive evaluation of Middletown's recreational facilities and park and recreation improvement plan has not been done since 1964, when one was prepared by the Allen Organization of Bennington, Vermont. This report listed thirty specific proposals for the use and improvement of existing areas, and the acquisition of new ones. These recommendations

were based on data from the Plan of Development. Certain recommendations are still relevant to Middletown.

RIVERFRONT PARK

The riverfront, until recently, has been neglected. The proposed park is Middletown's connection with the river. It can add to the attractiveness of City's center, and become an important amenity to the central business district.

The City should undertake a program of stabilizing the riverbank through sheet piling or a river wall. The park itself should be landscaped, and provided with walls and benches for public enjoyment.

Immediately south of Sumner Creek there is a small area now used as a storage terminal and waste treatment facility. South of this area, the river remains in its natural state. The shore should be gradually improved to take advantage of the scenic vistas of the valley.

PLAYFIELD AND ATHLETIC FACILITIES

Organized sports require larger facilities than those available in neighborhood playgrounds, particularly when there are a large number of spectators. Currently, there are three major playfields where organized sports are played.

The Pat Kidney Field is located besides Woodrow Wilson Junior and Senior High Schools. It is also used by other groups, particularly for softball. It has grandstand seating. Additional land should be

acquired to give a more adequate site for these schools, and for related athletic and other recreational facilities. Palmer Field lies next to the Veterans Memorial Park, but is separated by the Coginchau River. It contains a baseball field. It is recommended that the Park be improved.

There are several other potential areas for athletics---Hubbard Park, and at the school sites.

The addition of tennis courts at several locations will be especially popular with adults, and might even be self supporting.

LARGE CITY WIDE PARKS

There are two major parks which serve a large part of the City.

Veterans Memorial Park is a 39 acre tract. It has a well equipped playground and is close to a growing residential area.

In recent years, the land around Crystal Lake has been improved. It now has facilities from picnics and swimming, as well as informal games.

CONSERVATION AND PARK DEVELOPMENT

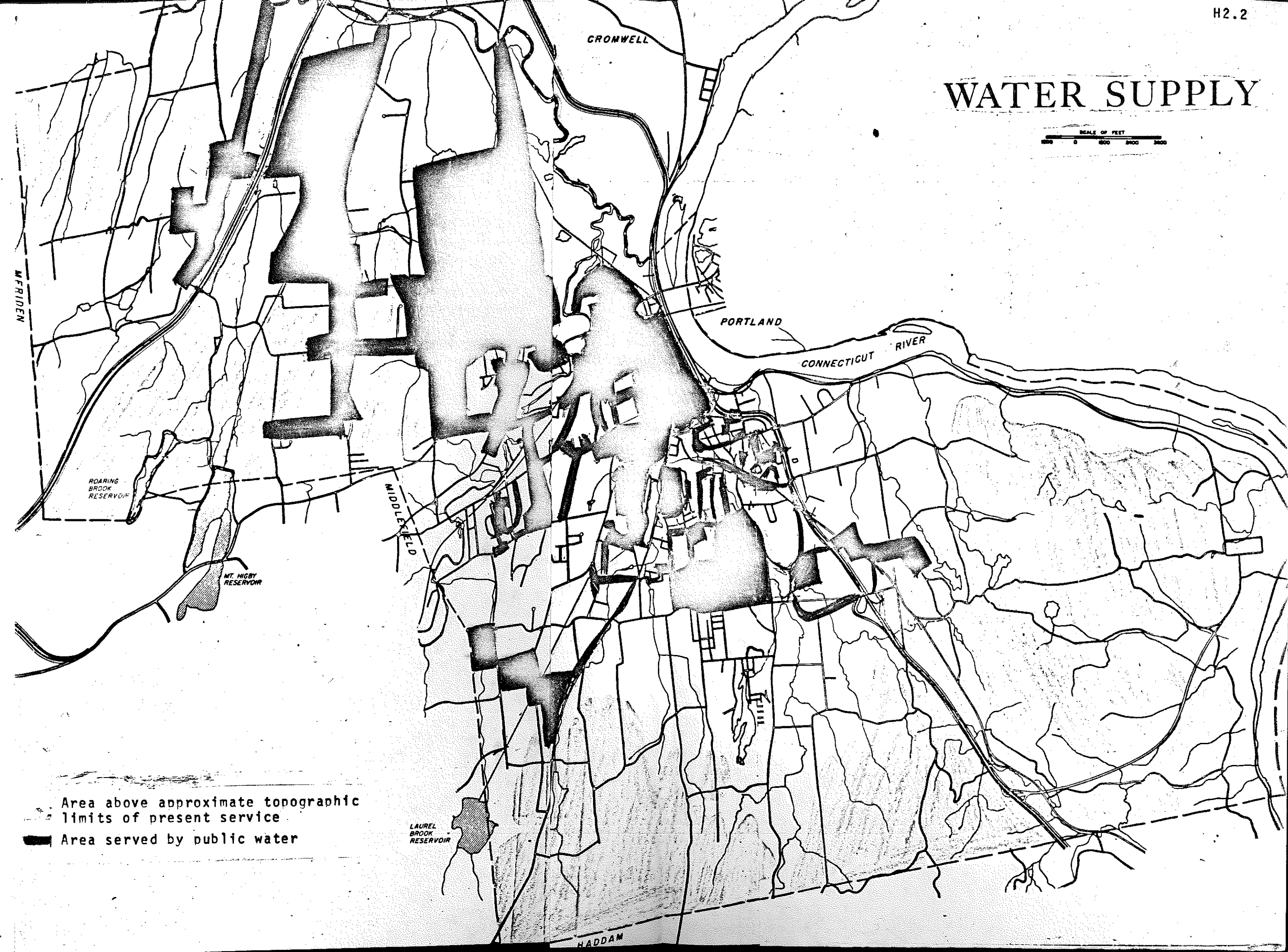
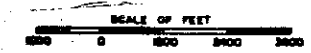
Many areas of wetland and stream valleys in Middletown should be acquired for conservation purposes. By degrees, these could form greenbelts, protective stream flows, and be important in the extension of sewer and drainage systems. At various places, these greenbelts maybe widened to form park areas of sufficient size.

WATER SUPPLY AND SANITARY SEWER

There is a close relation between proposed development of land and water supply and sanitary sewers. The City should plan its water supply on a long-range basis first to secure an adequate supply for the City's ultimate development, both domestic and industrial, and second to plan for the gradual improvement of the distribution system.

The following map shows the extent of the City's water supply and sanitary sewerage system, both planned and already operating.

WATER SUPPLY

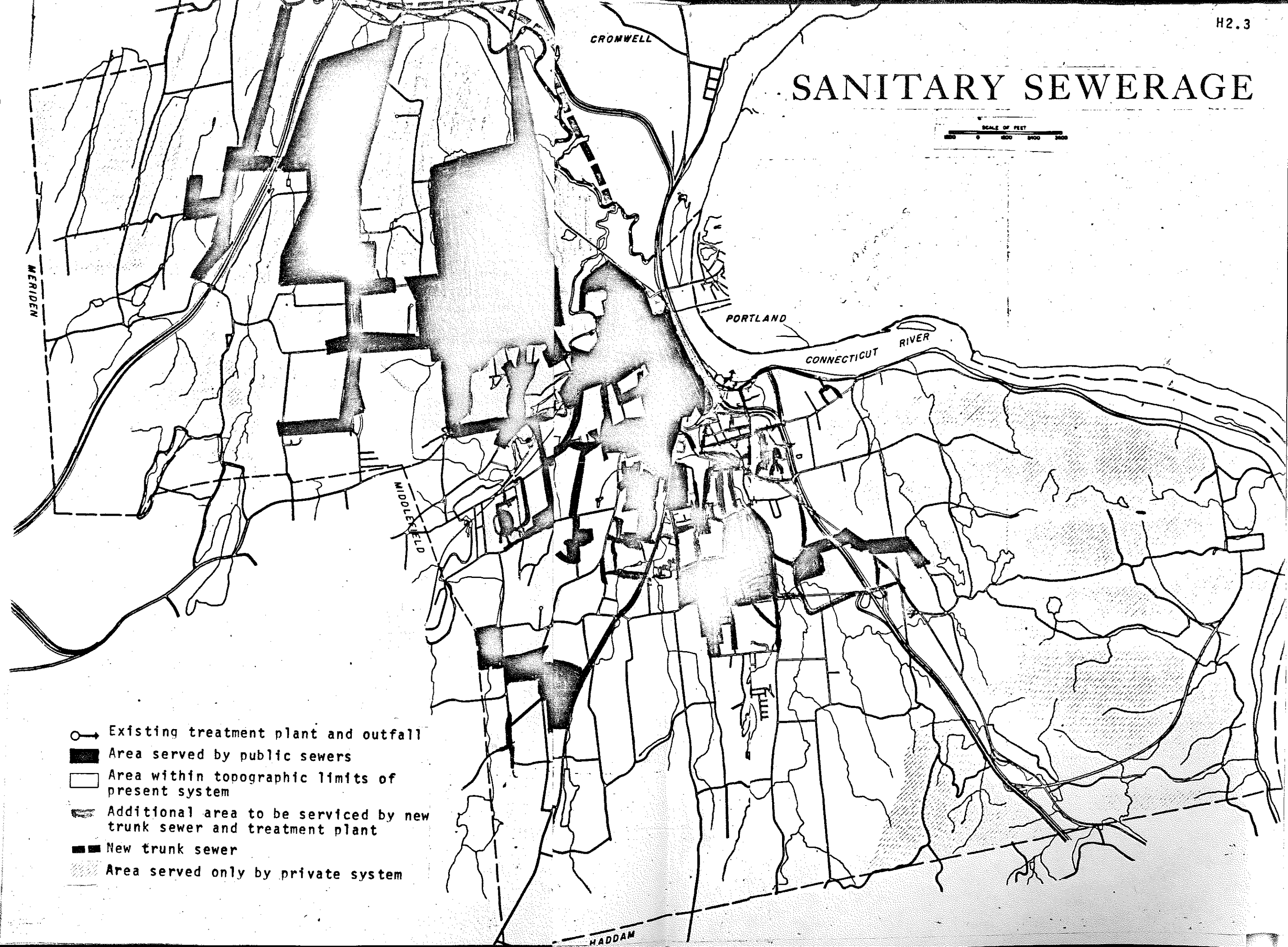


Area above approximate topographic limits of present service

Area served by public water

SANITARY SEWERAGE

SCALE OF FEET
0 500 1000 1500



- Existing treatment plant and outfall
- Area served by public sewers
- Area within topographic limits of present system
- - - Additional area to be serviced by new trunk sewer and treatment plant
- New trunk sewer
- ▨ Area served only by private system

I INTRODUCTION

The primary function of the Planning and Zoning Commission in Middletown is to prepare, adopt, and implement a comprehensive plan of development. State law authorizes the Commission to consider the physical, social, economic and governmental conditions of the community. Basic to any understanding of governmental conditions is the structure of government organizations. Government structure is truly an important aspect of the environment of a community.

Middletown's local government is a large and complex organization faced with the task of providing vital services to the community. The City had a combined budget of \$18.0 million for fiscal year 1973, including the Water and Sewer Budget which operates on a calendar schedule. This money is administered by the over 950 employees of city government; personnel expenditures for 1973 totalled \$8.98 million. If the 190 citizens who serve on boards, commissions, and committees were added the city employees, then 1,140 people are directly involved with Middletown's local government. (Page I-20)

Effective administration of this intricate structure involves many operations: planning, organizing, directing, and coordinating public services. The relation of administration to planning becomes more important as planning is integrated with government management. Planning, then, is a part of public administration. Planning tries to make the consequences of action known, and to measure consequences against established goals. An understanding of governmental structure is critical to comprehensive planning, because government commands the most resources in a community to implement the plan. In fact, local government and comprehensive planning have a similar goal: the promotion of the welfare of the community.

Government is a system of consciously coordinated activity which should be reviewed if it is to promote the welfare of the community. Organization structure makes up the delivery system of government. This structure is crucial to management since good programs and policies often fail when government is unable to deliver timely and solid performance. A review of the organization will help it function better.

The following study provides:

1. An historical review of Middletown government organization;
2. A review of it's current organization;
3. Recommendations for future organization of the City's government.

II HISTORICAL DEVELOPMENT

Early History

Middletown was one of the first towns incorporated in Connecticut. Many years prior to incorporation, the Massachusetts General Court had ordered the appointment of a constable. The appointment and swearing in of a constable was considered incorporation of a town, and any remaining government organization was left to the inhabitants of the community. The charter formally organizing Middletown city government was granted in 1784 by the Connecticut General Assembly. This charter provided for a mayor, alderman, a Common Council, a city court, sheriffs, and a tax collector.

Legislative Authority

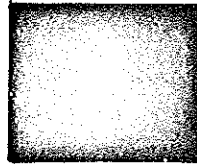
The Common Council has ^{had} the most extensive governmental authority in Middletown. By 1888, it set rules and regulations for public works, registration of voters, preservation of records, health, public utilities, consumer protection, law enforcement, and waterfront matters. The 1888 City Code mandated eight committees of the Council: Streets and Highways, Finance, Sewers, Fire, Police, Abatement, Street Lamps and Lights, and Health and Nuisance.

When city departments were created to administer the day to day activities of city government, they came under the control and direction of the Common Council. In 1924 there were five departments: The Department of Public Works, the Police Department, the Fire Department, the Charities Department, and the Park Department. Thus, besides making bylaws and ordinances which articulated city policy, councilmanic authority extended to the daily regulation of municipal affairs. Current councilmanic commissions are hold overs from this former authority. At present they wield no administrative powers but are advisory only. They constitute an additional layer in Middletown's bureaucratic structure.

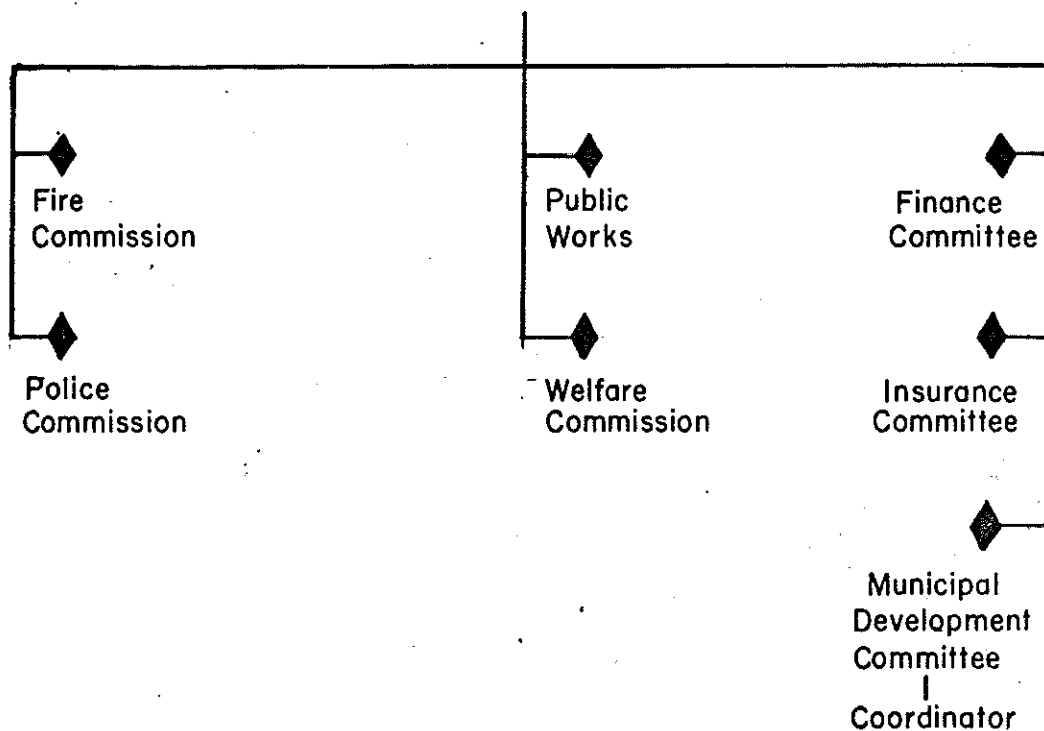
The present Charter delegates all legislative powers to the Common Council. It is the primary policy setting body in Middletown. (Page 4) The Council implements policy by its authority to levy taxes, to borrow money, to adopt a budget, and to appropriate funds.

ELECTORATE

ELECTS



COMMON COUNCIL



Councilmanic Representation On:

- Affirmative Action Committee
- Board Of Health
- Harbor Improvement Agency
- Highway Safety Commission
- Human Resources Study Committee
- Inland Wetlands Committee
- Inland Wetlands And Watercourse Agency
- Long Lane Communication Committee
- Personnel Appeals Board
- Planning And Zoning Commission
- Senior Affairs Commission
- Solid Waste Disposal Study Committee
- Suggestion Award Board
- Board Of Water Commissioners
- Youth Services Commission

Executive Authority

Until recently, Middletown's government was characterized as weak mayor-strong council. The mayor's function was to preside at Council meetings. He was a member ex-officio of the council. The chief law enforcement officer in the city was the Mayor. He could suppress all "tumults" and could jail persons for twenty-four hours if they behaved in a disorderly manner. Recommendations could be made to the Council by the mayor only in particular areas: police, security, health, cleanliness, ornament of the city, and the improvement of government and finance. While the Mayor prepared a yearly report on government, finances, and improvement, the report was published by the Common Council.

The mayor's office was considerably strengthened in 1964 when he was made a voting member of boards, commissions, and agencies appointed by him. The 1964 Charter further made the mayor responsible for the administration of all city departments, agencies, and offices. The mayor could now make recommendations to the Common Council in any area.

The greatest innovation brought on by this Charter revision concerned the mayor's budget making authority. This was probably the most significant change in Middletown's government operation since its incorporation. The mayor became the official responsible for submitting a budget to the Council.

These increases in the mayor's authority are in keeping with the nation-wide trend for a stronger chief executive. Charter revisions effective in November, 1973, further strengthened the office of the mayor, so now he exercises even more influence on city management. The mayor can veto ordinances and appropriations passed by the Council. A vetoed provision cannot become law unless it is passed again by the legislative body.

III CURRENT ORGANIZATION

Recent Growth of Municipal Agencies

Middletown does not have a formal organization chart. Through examination of the City Charter and ordinances the chart on page 8 has been prepared to illustrate the City's present government structure. Agencies can be added or deleted from Middletown's government by executive order, by councilmanic resolution, by ordinance, or by charter. Organizations set up by Charter are the most stable through time since they require a public referendum to change.

City governments can be organized in many ways. Community groups influence city organization. Public organizations are created or modified because these groups feel a need to attain a particular goal. A unit can be set up in many ways to achieve this goal - at the expense of other goals that might be attained with a different organizational framework. Disagreements about government organization (i.e. whether or not to establish a separate office to administer a new activity or to incorporate that activity within an existing department) are really basic decisions about the goals of the organization.

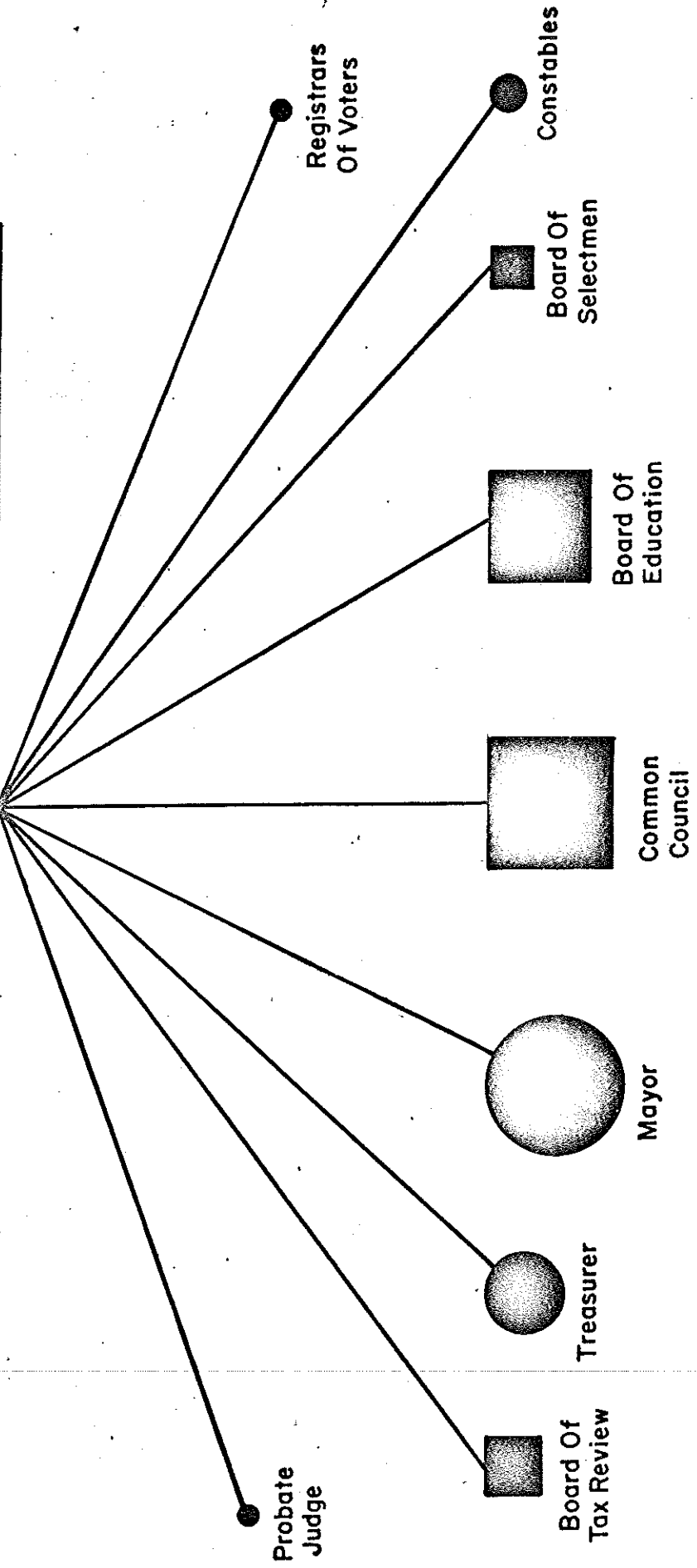
Government agencies are created to perform tasks which public groups can accomplish better than private enterprise. This is because government has powers not possessed by private associations, such as the power to raise revenues by taxation and the power to regulate the behavior of persons who are not members of the organization. While older local government units have shown much persistence, many new agencies have been created to deal with the expanded activities of government.

New municipal agencies are a result of the increase in the functions of local government across the nation. Middletown illustrates this trend. Government here in the seventies is involved with many functions: law enforcement, mass transportation, welfare, health education, housing, environmental protection, and land use planning.

Increased government growth often leads to fragmentation in the delivery of government services. "The most striking feature

ELECTORATE

ELECTS



● Official
■ Agency

of government structure of at any level in the United States is fragmentation. Division and separation, rather than coordination and control, characterize American government. Fragmentation causes both duplication of effort and failure in some policy areas. The typical urban government structure is even more fragmented with a great overlap of agencies than is state government." Currently there are 63 units of government in Middletown, a 57% increase since 1960. (see chart) This number includes all departments, boards, commissions and committees. As a comparison, Greenwich, where the population was 60,100 in 1970 has 26 municipal agencies.

Boards, Commissions and Committees

In 1973, the Connecticut Public Expenditure Council, a private government research group, conducted a survey of statutory boards and commissions. The CPEC found that the 31 municipalities with the mayor-council form of government tend to use about 30% more administrative boards and commissions than do towns and cities that have the council-manager form. The median is 17. Middletown has 11: a Board of Tax Review, a Board of Education, a Board of Health, a Retirement Board, a Planning and Zoning Commission, a Housing Authority, a Conservation Commission, a Zoning Board of Appeals, a Redevelopment Agency, a Water and Sewer Commission, and a Library Board. Five Commissions in Middletown (the Welfare Commission, the Police Commission, the Fire Commission, the Park and Recreation Commission, and the Municipal Development Committee) are similar to statutory agencies, but in Middletown they are advisory only. So while these five units appear on an organizational chart, it is difficult to determine their impact on the system.

Middletown's boards and commissions serve four primary functions: a staff function, a quasi judicial function, an administrative function, and an advisory function.

A staff function is served by the Board of Control, the Finance and the Insurance Committee of the Common Council, the Personnel Board, and the Retirement Board. These agencies perform functions which satisfy the structural requirements of local government, such as the day to day management of personnel and financial affairs.

Quasi-judicial boards and commissions are responsible for investigating facts and rendering decisions when an aggrieved party contests and appeals an administrative decision or order. Examples are the Board of Appeals for Uniform State Building Code, the Board of Tax Review, and the Zoning Board of Appeals.

The Planning and Zoning Commission and the Inland Wetlands and Watercourse Agency are quasi-legislative agencies. These commissions enact regulations which have the effect of law.

Administrative boards and commissions are those that have the authority to directly administer services. The City's eighteen administrative boards and commissions are: the Bicentennial Committee, the Board of Admissions, the Board of Education, the Board of Health, the Board of Selectmen, the Board of Water Commissioners, the Commission on the Arts and Cultural Activities, the Harbor Improvement Agency, the Housing Authority, the Parking Authority, the Redevelopment Agency, the Russell Library, the Sanitary Disposal District Commission, the Senior Affairs Commission, the Sidewalk and Walkways, the Commission on Youth Services, the Transit Authority and the Walter C. Jones Committee.

Advisory boards and commission give advice and make recommendations to the Mayor and the Common Council. They do not actually administer programs. The twelve advisory agencies in Middletown are: the Ad Hoc Committee for Cable T.V., the Affirmative Action Committee, the Commission on Human Relations, the Capital and Nonrecurring Five Year Plan Committee, Highway Safety Commission, Long Lane Communications Committee, Middletown Lions Riverfront Committee, the Youth Board, Solid Waste Disposal Committee, Personnel Board, Special Study Committee to Determine the City's Human Resource and the Charter Revision Committee. In addition, the Common Council has five advisory units: the Fire Commission, the Police Commission, the Public Works Commission, the Welfare Commission, and the Municipal Development Committee.

Program Areas of Middletown Government

Middletown's government can be divided into five program areas. (Page C-1) These are Conservation and Preservation of Natural Resources and Recreation, Education and Culture, General Government, Public Health, Safety and Welfare, and Public Works and Utilities. While only five agencies administer funds in the Education and Culture area, they receive about half the City's budget. The greatest percentage (35%) of agencies

is in the general government area. These units are involved in the day to day operation of city affairs. There are more General Government agencies than Education and Culture agencies, but the City depends more on Education and Culture than it does on General Government. Middletown spends the least in the Conservation and Preservation of Natural Resources and Recreation. This area has seven agencies.

IV REORGANIZATION

Basic Principles

A good occasion for local governments to study itself is in connection with updating its comprehensive plan, or in connection with charter revisions. These revisions usually suggest reorganization plans that are guided by five principles, all designed to promote greater efficiency and economy through closer administrative control of the spending agencies of government.

The first principle is consolidation of many of the smaller operating units of government into a few larger ones. Recently a government management study committee in New Britain recommended a position of Director of Public Services who would be responsible for functions performed by Public Works, Health, Parks and Recreation, Police, Sealer of Weights and Measures, the Fire Department, and the Engineering Department. Consolidations can significantly improve the delivery of public services and produce economies of government.

Strong authority of the chief executive is also an important element in reorganization. This authority refers to the chief executive's powers to help apportion the City's financial resources among the agencies to assure that the administrative program of each unit is coordinated with the Comprehensive Plan, and to make certain that adequate lines of communication are maintained throughout the organization. As already noted, Middletown's mayor can make changes in the budget as approved by the Common Council. If the Council does not readopt items disapproved, the budget is effective as modified. Since the Mayor already has strong financial authority, what is needed now are procedures to promote smoother operation.

Adoption of budget systems which clearly indicate expenditures and revenues is an important aspect of many government reorganization schemes. Middletown's budget can be organized to more clearly reflect items on a program basis, so we know how much the City spends in the various areas. Currently Middletown has five separate funds which preclude a precise definition of spending priorities.

Another frequent element in reorganization is extending the scope of auxiliary agencies, which relieves line agencies of functions common to all. Often, a city will create a Department of Finance and Administration to take care of items such as assessments, cash flow,

1-13
accounting, and collections.

Finally, one principle of reorganization can be implemented in government by proper utilization of the planning office. This principle is coordination and central direction of government. Better methods run the gamut from improved daily communication to more effective comprehensive planning. Comprehensive planning is actually an attempt to consider all factors affecting a city's development, and to blend municipal services, facilities, and improvements, along with the necessary regulations, into a pattern which guides development. Coordination through comprehensive planning recognizes the ineffectiveness of dealing with urban problems in isolation, and of trying to continue individual programs without regard to the range of programs supported by the town. Since planning is concerned with setting goals for the future development of the community, the effectiveness of government organization can be measured in terms of progress in realizing the goals of the city's comprehensive plan.

Recommendations for Middletown

Organizational problems exist in Middletown which hamper the operation of its strong mayor government. These problems are the broad span of control imposed on the mayor, a proliferation of boards and commissions, and fragmentation of responsibility and authority.

Some changes should be made which would help the mayor administer his responsibility more effectively and implement his charter authority.

These changes would involve extensive alterations in the structure and relationship of present governmental units. Revisions would require changes in the city charter, in municipal ordinances, and in traditional practices. Many changes in organization can be made WITHOUT a charter mandate.

To determine how government structure should be changed in Middletown, an in depth analysis of the organization should be conducted. Four characteristics of each unit in the organization must be considered: the objectives of the agency, the policies designed to achieve the objectives, the structure and system of the agency, and its staffing. Information should be used to structure city organization based on three universal principles:

1. Unity of Command. Organizations should not be required to report to more than one person or group. Currently, many agencies in Middletown report to both the Council and the Mayor.
2. Span of Control. In Middletown the Mayor is directly responsible for the administration of "all departments, agencies, and offices in charge of persons or boards appointed by him and shall supervise and direct the same (SIC)." This means the Mayor's span of control extends to forty city agencies. A wide span of control can so complicate a chief executive's responsibilities that they become unmanageable.
3. Fragmentation of Responsibility. Many boards and commissions perform administrative tasks as well as set policy and advise department heads on specific problems. Overlapping of interest and duplicate lines of authority slow the administrative process and interfere with effectiveness and economy of operation. A basic principle of public administration is that fragmentation, coupled with the unmanageability of wide span of control, combine to encourage inefficiency.

On the basis of this report specific recommendations for Middletown's municipal government can be made. These recommendations are premised on established universal principles of organization. While this suggestion might be modified for a more effective organization in Middletown, they can serve as a starting point for discussion.

The chart on page 16 shows a proposed reorganization scheme for Middletown. Almost all administrative boards and commissions have been eliminated, and those remaining are advisory in nature. Most Ad Hoc and advisory committees have also been eliminated. If the City is concerned with certain issues and problems, then they deserve the consideration of regular city government agencies.

The reorganization concept has six guiding principles:

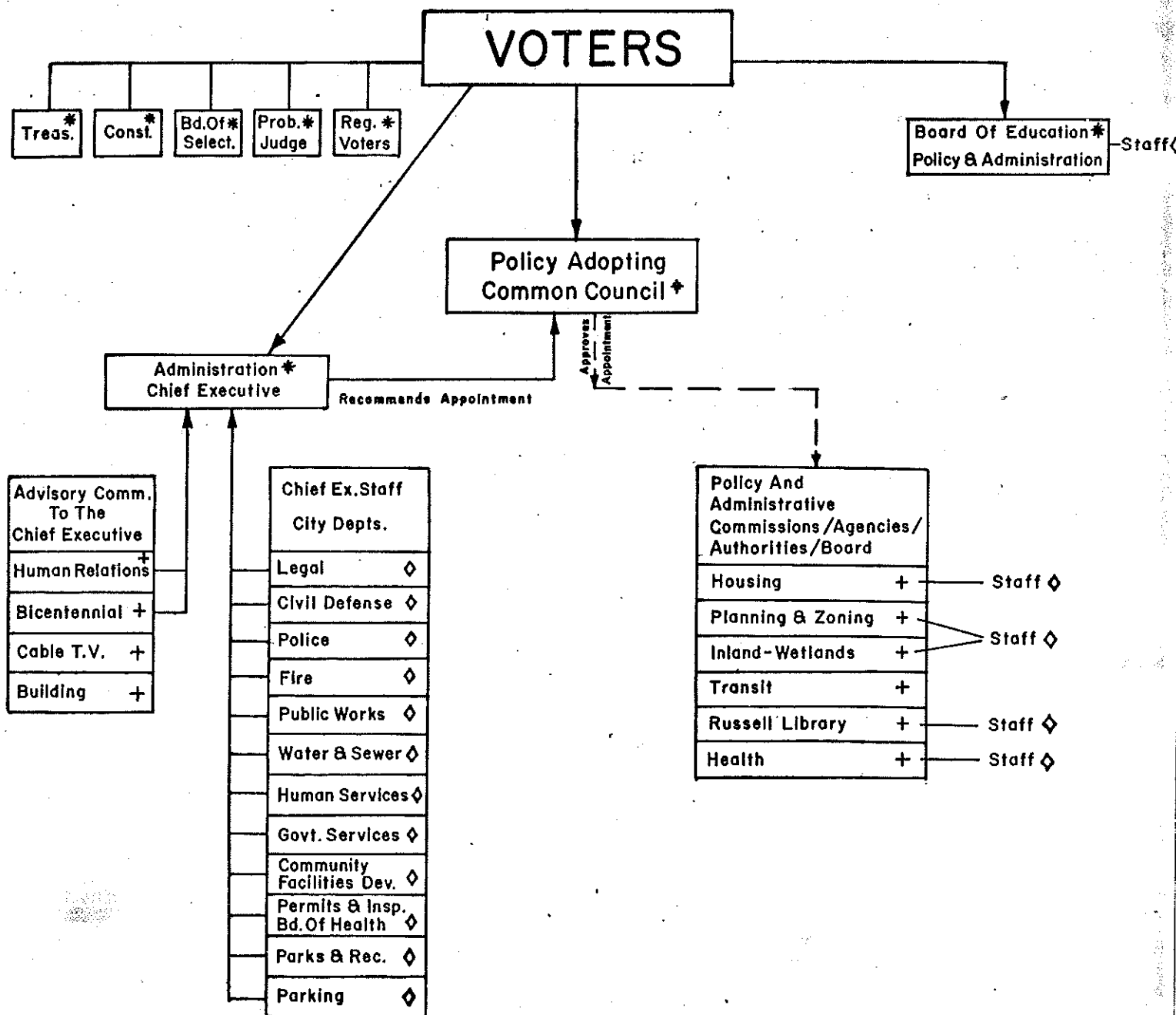
1. The Common Council does not become involved in administrative activities.
2. The chief executive is responsible for implementing all regulations and ordinances adopted by the Council. He also

presents all proposals for adding, modifying, or deleting ordinances to the Common Council.

3. Commissions, Authorities, and the Russell Library Company operate independently under authority of State enabling legislation, following ordinance adoption by the Common Council.
4. Functional City operations are conducted by departments following adoption of regulations by the Council.
5. Study committees may be established for the purpose of assisting the chief executive in the development of ordinances to be recommended to the Council.
6. The Redevelopment Agency should be phased into a department. The present functions of the Agency become those of the chief executive administered by the Department of Community Facilities development. This new department would be responsible for all above surface public expenditures. A Standing Building Committee advises the chief executive replacing numerous building committees.

PROPOSED REORGANIZATION OF MIDDLETOWN GOVERNMENT

I- 16



Appeals Boards	
ZBA	+
Building Code	+
Personnel	+
Tax Review	*

* Elected
+ Appointed
◇ Hired

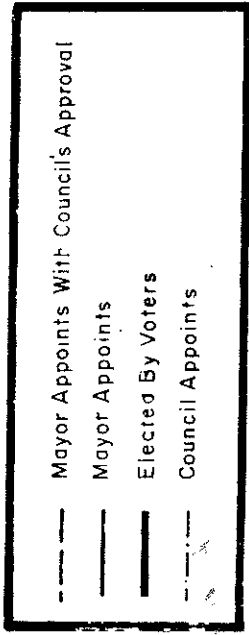
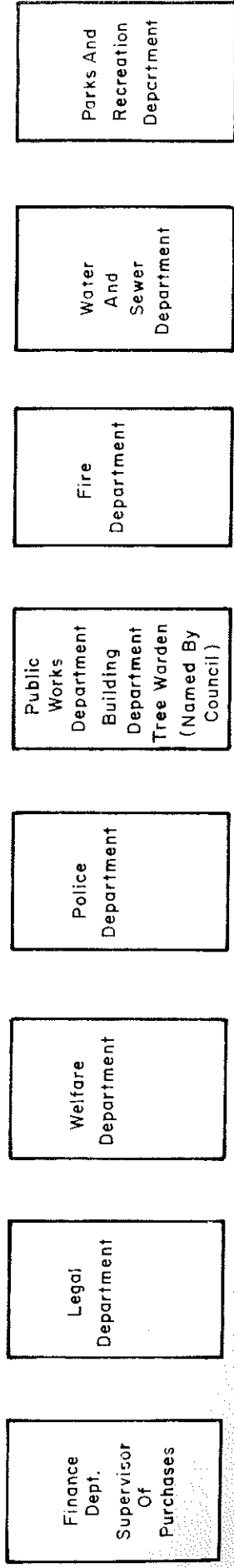
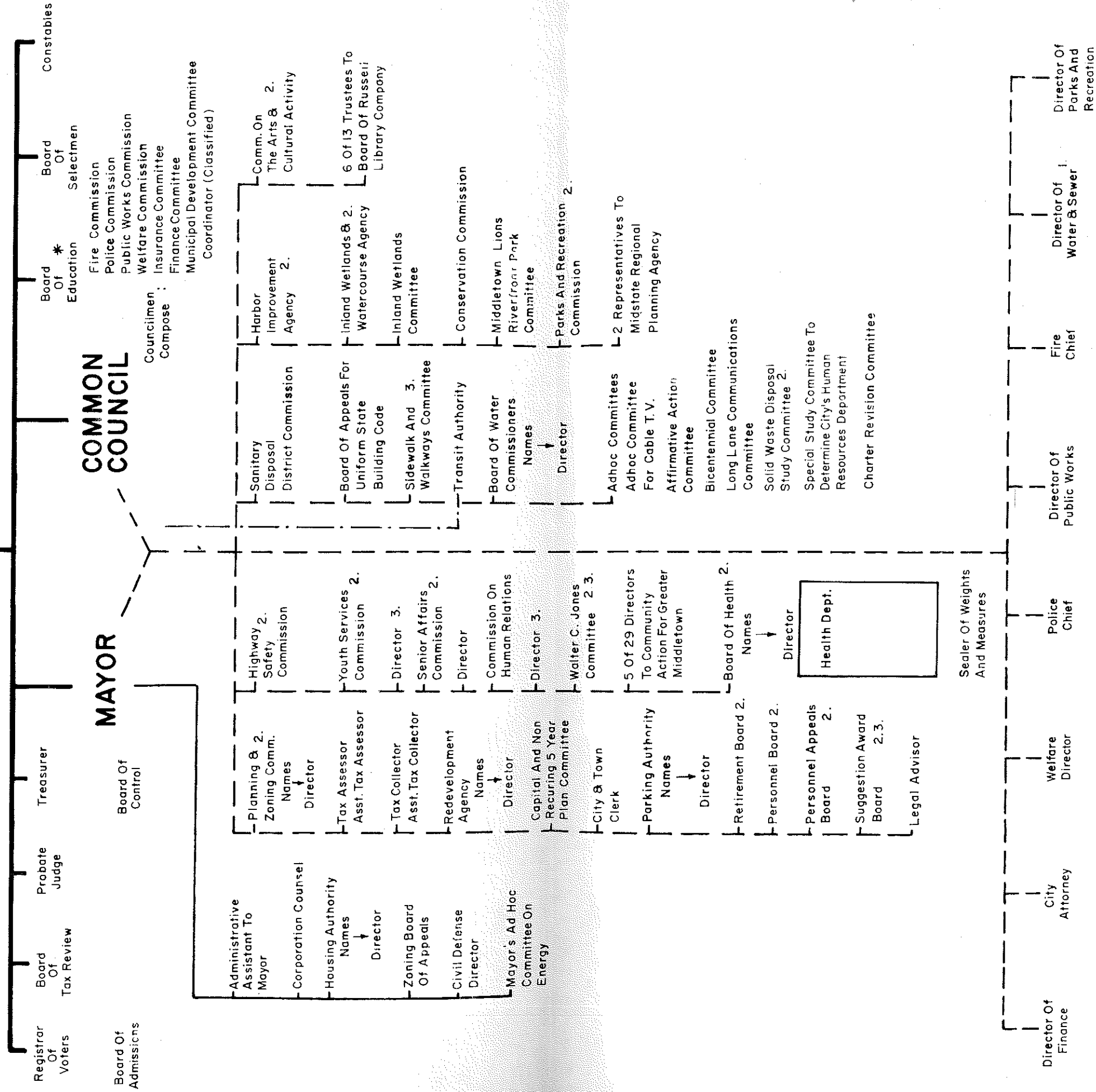
V CONCLUSION

Underlying these suggestions for more effective city organization is the idea that simplicity, coordination, and a clear definition of responsibility should prevail. In any organization, the parts have to work together to achieve the desired results. Coordination is the adjustment of the functions of the parts to each other, and of the operation of the parts so that each can contribute to the product of the whole.

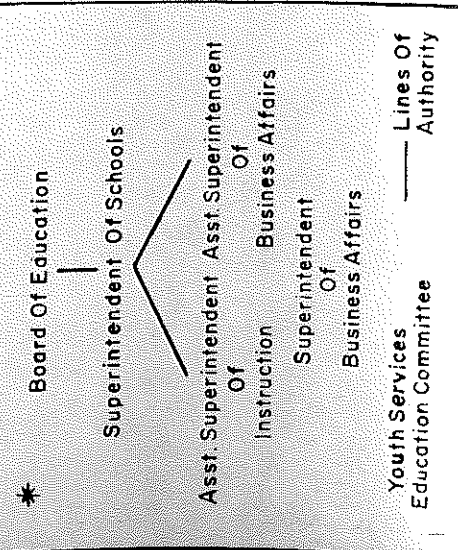
While the division of work set forth in formal organization plans is important, it may or may not correspond to the daily operation of the organization. If informal organization significantly differs from formal organizations, coordination of the system is impossible. All activities of members of the organization must be coordinated if the organization is to accomplish its purpose. To realize coordination, each person will need to know what the others are doing so he can fit his actions with others. Reorganization-by executive order, by councilmanic vote, or by Charter Revision-can never produce economy, efficiency, and effectiveness in government unless each unit of organization is aware of the goals, policies, and procedures of the other units.

ORGANIZATION OF MIDDLETOWN GOVERNMENT

VOTERS OF MIDDLETOWN



Note: Chart Derived From City Charter, Ordinances, Resolutions, And State Statutes



1. Two Procedures For Appointment In Separate Sections Of The Charter.
2. Council Names Members From Itself To This Agency.
3. Resolution 109(1971) Requires Council Approval Of All Appointments Except Those Specified By Charter And State Statute As Being Mayors Appointments.
4. Councilmanic Members Selected By Council From Its Membership

DEFINITIONS OF ORGANIZATIONAL UNITS IN
MIDDLETOWN CITY GOVERNMENT

- COMMITTEE:** Group appointed to perform some services, such as to investigate, report on or act upon a particular matter. These units show the greatest variety of form. There are many kinds of committees in Middletown: Committees of the Common Council (The Municipal Development Committee), Ad Hoc Committees (Bicentennial Committee) and committees with continuous functions, such as the Walter C. Jones Committee.
- BOARD:** An official group of persons who direct or supervise an activity. Boards are designed to promote specific government functions. Generally they have fewer resources at their command than departments, so are limited in their capabilities. Examples in Middletown are the Board of Admissions and the Zoning Board of Appeals.
- COMMISSION:** A group of persons authoritatively charged with certain functions. They are agencies are headed by a plural executive. Commissions are required to represent both political parties and are staggered so that the chief executive cannot appoint a majority during any one term. Planning and Zoning and Youth Services are organized as Commissions.
- DEPARTMENT:** Largest subdivision of a government. Middletown city departments are headed by a single executive responsible to the Mayor. Because they are set up by charter, they are the most difficult units of government to change in Middletown. There are nine departments: Finance, Health, Legal, Middletown Fire District, Parks and Recreation, Police, Public Works, Water and Sewer, and Welfare.
- OFFICE:** City agency headed by a single executive which performs a specific task or duty such as collecting taxes (Tax Collector's Office) or keeping custody of and

disbursing city funds (Treasurers Office).

AUTHORITY:

Governmental unit which has the power to determine, adjudicate, or settle disputes and issues in particular areas. The Parking Authority and Housing Authority in Middletown exercise this type of jurisdiction.

MEMBERSHIP ON BOARDS AND COMMISSIONS						
AREA	NUMBER OF BOARDS OR COMMISSIONS	NUMBER OF ELECTOR POSITIONS	NUMBER OF COUNCILMANIC POSITIONS	NUMBER OF EX-OFFICIO POSITIONS	TOTAL NUMBER OF POSITIONS	
Conservation and Preser- vation of Natural Re- sources and Recreation	6	26	3	25	54	
General Government	12	44	9	41	94	
Public Health Safety and Welfare	13	63	12	18	93	
Public Works and Utilities	7	33	5	9	47	
Education and Culture	4	24	2	3	29	
Totals	42	190	31	96	317	

NO. OF AGENCIES AND BUDGETED EXPENSES, BY PROGRAM AREA

	1972-73 Budgeted Expenses (000's)	1973-74 Budgeted Expenses (000's)	No. of Agencies
Conservation and Preservation of Natural Resources and Recreation	\$.3	\$.3	7
Education and Culture	\$ 8.2	\$ 9.0	5
General Government	\$ 2.7	\$ 3.1	22
Public Health, Safety and Welfare	\$ 2.3	\$ 2.7	20
Public Works and Utilities	<u>\$ 2.3</u>	<u>\$ 2.8</u>	<u>10</u>
TOTAL	\$ 15.9	\$ 18.0	63

CONSERVATION AND PRESERVATION OF NATURAL RESOURCES AND RECREATION

<u>Organizational Unit</u>	<u>Legal Authority</u>	<u>Boards and Commissions</u>	
		<u>Membership</u>	<u>Term (Years)</u>
Conservation Commission	CGS 7-131a Sec.2-60, City Code	5 appointed by Mayor with Council consent Mayor ^a .	5**
Harbor Improvement Agency ^b .	Sec.2-70, City Code	1 Councilman ^c . 11 Electors Mayor ^a	4**
Inland Wetlands Committee	Common Council Resolution # 118, 1972	Mayor 10 Electors ^d .	
Inland Wetlands and Watercourse Agency	CGS 7-131a Ordinance passed May 18, 1973	7 Ex-Officioe. 3 Citizen rep. (all appointed by Mayor with Council's consent) Mayor ^a	Term of Office 3**
Middletown Lions Riverfront Park Committee	Sec. 18-2, City Code	Mayor 2 Park Commissioners 2 Member's Middletown Lions Club	
Park and Recreation Commission	CH V, Sec. 3, City Charter	5 Appointed by Mayor with the Council's consent 2 Councilmen Mayor ^a .	4**
Park and Recreation Department	Ch V, Sec. 1, City Charter		
Director of Parks and Recreation	Ch V, Sec. 1, City Charter		

** Indicates overlapping terms of office.

a. Mayor's membership is by authority of Chapter IV, Section 2 of the City Charter, which makes the Mayor "except as otherwise provided by law, a voting member of all boards, agencies, and commissions appointed by him."

CONSERVATION AND PRESERVATION OF NATURAL RESOURCES AND RECREATION

- b. January 6, 1969 resolution changed the name of the Waterfront Commission to the Harbor Improvement Agency.
- c. Method of selection not stated in enabling ordinance but Chapter V, Section 4 of the City Charter directs that "boards, agencies, and commissions shall be appointed by the Mayor and the consent of the Common Council."
- d. Mayor, and one representative each from the Planning and Zoning Commission, Conservation Commission, Harbor Improvement Agency, Public Works Commission, Water and Sewer Commission, Midstate Regional Planning Agency, Health Board, Middlesex Soil and Conservation District, and the Municipal Development Committee.
- e. One representative each from the Planning and Zoning Commission, Conservation Commission, Public Works Commission, Midstate Regional Planning Agency, Water and Sewer Commission, Health Board, and Municipal Development Committee.

EDUCATION AND CULTURE

<u>Organizational Unit</u>	<u>Legal Authority</u>	<u>Boards and Commissions</u>	
		<u>Membership</u>	<u>Term (Years)</u>
Commission on the Arts and Cultural Activity	Resolution #29, 1972	7 Electors 2 Councilmen Mayor *	5 ** Term of Office Term of Office
Bicentennial Commission	Resolution #116, 1972	11 Electors Mayor *	
Board of Education ¹ .	CGS 10-218 thru 10-239	9	2
Russell Library Company ² .	Amended Certificate of Corp.- Res. #115, 1972	6 to Board of Trustees	4 **
Youth Services Health Education Commission	Resolution #81, 1972	Youth Service Director Superintendent of Schools Director of Health School Physician	

** Indicates overlapping term

1. The Board of Education organizes in several subcommittees. During 1971-1973, there were eleven committees: Personnel and Merit, Curriculum, Finance and Budget, Negotiation Long Range Planning, CAUSE, Equivelency, Athletic, Building and Transportation, Insurance and Policy.
2. The Russell Library, supported by city funds, was the gift of Mrs. Frances A. Russell as a memorial to her husband. The Board of Trustees of the Russell Library Company consists of six elected from the private compnay, one member of the Russell family, and 6 named by the Mayor and Common Council.

GENERAL GOVERNMENT

<u>Organizational Unit</u>	<u>Legal Authority</u>	<u>Boards and Commissions</u> <u>Membership</u> <u>Term (Years)</u>
Auditor ¹ .	Ch V, Sec. 10, City Charter	
Board of Ad- missions	9-15a CGS	3 Selectmen ² . Town Clerk
Board of Control ³ .	Resolution Nov. 3, 1958	Comptroller Mayor Director of Public Works
Capital and Non-Recurring Five Year Plan Committee ⁴ .		3 appointed by Mayor with Council's consent Mayor*
City Attorney ⁵ .	CH V, Sec. 8, City Charter	
City and Town Clerk ⁶ .	CH IV, Sec.4, City Charter	
Corporation Council	CH IV, Sec.1, City Charter	
Finance, Dept. of	CH V, Sec. 1, City Charter	
Director of Finance ⁷ .	CH V, Sec. 2, City Charter	
Legal Advisor ⁸ .	CH IV, Sec. 3A, City Charter	
Legal Depart- ment	CH V, Sec. 1, City Charter	
Mayor	CH II, Sec. 3, City Charter	
Mayor's Admin- istrative Asst.	CH IV, Sec. 1, City Charter	

GENERAL GOVERNMENT

<u>Organizational Unit</u>	<u>Legal Authority</u>	<u>Boards and Commissions Membership</u>	<u>Term (Years)</u>
Mayor's Ad Hoc Committee on Energy	Set up in Nov. 1973	Director of Civil Preparedness, Chamber of Commerce, Education Dept., Fire Chief, Deputy Fire Chief Coordinator Municipal Development Committee, Chief of Police, Director of Parks and Recreation, Deputy Director of Parks and Recreation, Director of Water and Sewer, Sealer of Weights and Measures, Mayor*	
Midstate Regional Planning Agency	Sec. 2-35 thru 2-36, City Code	1 by Planning & Zoning 1 by Mayor	4**
Parking Authority	CGS 7-202 to 7-212a, Ch IX Sec. 1, City Charter	6 appointed by Mayor with Council's consent ⁹ . Mayor Chief of Police Director of Public Works Member, Planning and Zoning	6**
Personnel Board	Sec. 20-1 City Code	3 appointed by Mayor with Council's consent Mayor*	6**
Personnel Appeals Board	CGS 7-407 thru 7-422, Sec. 20-11 City Code	2 Councilmen 4 appointed by Mayor with Council's consent (one must be a City employee) ¹⁰ . Mayor	
Planning and Zoning Commission	CH V, Sec. 3A, City Charter	7 Members ¹¹ . 4 alternates Mayor*	2 years for Councilmen 4**

GENERAL GOVERNMENT

<u>Organization Unit</u>	<u>Legal Authority</u>	<u>Boards and Commissions Membership</u>	<u>Term (Years)</u>
Redevelopment Agency	CGS 8-126 Resolution Dec. 15, 1953	10 appointed by Mayor with Council's consent Mayor*	5**
Retirement Board	Sec. 20-29, City Code	1 Councilman Director of Finance 4 appointed by Mayor with Council's consent ¹² . Mayor	5**
Registrars of Voters	CGS 9-185		
Suggestions Award Board ¹³ .	Sec. 2-46, City Code	1 City Employee 1 Councilman 1 Department head 1 Elector Mayor	4**
Supervisor of Purchases	Ch VI, Sec. 1, City Charter		
Tax Assessor	Ch VI, Sec. 8, City Charter		
Asst. Tax Assessor ¹⁴ .	Sec. 8-16, City Code		
Tax Collector	Ch. XI, Sec. 7, City Charter		
Ass't. Tax Collector ¹⁵ .	Sec. 8-17, City Code		
Treasurer	Ch. II, Sec. 3, City Charter		
Zoning Board of Appeals	CGS 8-5 thru 8-13a	5 Regular members 3 alternates. All members appointed by Mayor Mayor*	5** 3**

GENERAL GOVERNMENTOrganizational
UnitLegal
AuthorityBoards and Commissions
MembershipAddendumCharter Revision Resolution
Committee #117, 1973

9

****Indicates overlapping terms**

*Mayor's membership by authority Chapter IV, Sect. 2 of the City Charter which makes him a voting member of the boards, agencies, and commissions appointed by him, except as otherwise provided by law.

1. The Common Council by majority vote at a meeting held not later than one month after each biennial election appoints a certified public accountant or a firm.
2. State law requires the Board of Admissions to consist of the Town Clerk and the selectman or the Common councilmen.
3. Has charge and control of operation and maintenance of the municipal building.
4. Prepares a budget for capital and non-recurring expenditures for a vie year period. Each city agency submits a CNR budget and the committee makes a physical investigation of each office. The current CNR budget is from 1973 to 1978.
5. Appointed by Mayor and Common Council's consent. Acts as Director of Legal Department.
6. Also serves as clerk of Common Council.
7. Serves as Superintendent of Purchases.
8. When majority of Common Council are members of a different political party than the Mayor. The Council nominates and the Mayor appoints an attorney to serve as legal advisor for the majority on legislative matters.
9. Members cannot succeed themselves. Mayor a member ex-officio with a vote. Chief of Police, Director of Public Works, and members of Planning and Zoning are emembers ex-officio without the right to vote.
10. One member must be a practicing attorney. The City employee is appointed from a list of three names chosen by majority of all City employees.
11. Four electors of the City appointed by Mayor with the Council's consent. Three commissioners are councilmen. Mayor anoints two as alternates with the consent of the Common Council. Council appoints two councilmen as alternate commissioners.
12. One of the appointees must be a member of the retirement system elected by its members.

GENERAL GOVERNMENT

13. All board members appointed by the Mayor.
14. Part of the classified service.
15. Part of the classified service. Functions as clerk in the Tax Collector's office.

PUBLIC HEALTH, SAFETY AND WELFARE

<u>Organizational Unit</u>	<u>Legal Authority</u>	<u>Boards and Commissions</u> <u>Membership</u> <u>Term (Years)</u>
Affirmative Action Committee (Ad hoc)	Resolution #90, 1973	2 Councilmen, 2 members Board of Education, 1 member of Human Relations Committee Director of Public Works 1 member of Personnel Commission Purchasing Director 4 Citizens Mayor*
Board of Health ^{1.}	CGS 19-74 thru 19-104, Ch X, Sec. 1, City Charter	5 appointed by Mayor with Council's consent at least 1 Councilman, but not more than 2 4** Term of Office Mayor
Civil Defense ^{2.} Director	CGS 28-7	
Commission on Human Relations	Sec. 2-52, City Code	9 appointed by Mayor with Common Council's consent 3** Mayor*
Community Action for Greater Middletown ^{3.}	Bylaws of Organization	5 of 29 Directors
Fire Commission	Ch V, Sec. 3 City Charter	3 Councilmen Term of Office
Fire District Middletown ^{4.}	Ch V, Sec. 1 City Charter	
Fire Chief ^{5.}	Ch V, Sec. 2 City Charter	
Superintendent of Fire Alarms	Sec 9-3, City Code	

PUBLIC HEALTH, SAFETY AND WELFARE

<u>Organizational Unit</u>	<u>Legal Authority</u>	<u>Boards and Commissions</u>	
		<u>Membership</u>	<u>Term (Years)</u>
Health Dept. ⁶ .	Ch V, Sec. 1 City Charter		
Health Director	Ch V, Sec. 2 City Charter		
Highway Safety Commission	Sec. 2-58 City Code	3 appointed by Mayor with Council's consent 2 Councilmen ⁸ . Mayor*	5**
Housing Authority	CGS 8-40 Resolution March 5, 1970	5 appointed by Mayor with Council's consent Mayor*	5**
Long Lane Communications Committee (ad hoc)	Resolution Sept. 18, 1973	2 Councilmen Police Chief 6 Electors Mayor*	
Police Commission ⁹ .	Ch V, Sec. 3 City Code	3 Councilmen	Term of Office
Police Department	Ch V, Sec. 1 City Code		
Chief of Police	Ch V, Sec. 2 City Code		
Redevelopment Agency	CGS 8-40 Resolution Dec. 15, 1973	10 by Mayor with Council's consent Mayor*	5**
Sealers of Weight and Measures	CGS 43-6 Resolution #53, 1971		
Senior Affairs Commission	Sec. 2-63 City Code	9 appointed by Mayor with Council's consent 2 Councilmen Mayor*	3**

PUBLIC HEALTH, SAFETY AND WELFARE

<u>Organizational Unit</u>	<u>Legal Authority</u>	<u>Boards and Commissions</u>	
		<u>Membership</u>	<u>Term (Years)</u>
Special Study Committee to determine the City's Human Resources Department	Res.#60, 1973	Mayor* Councilmanic Representation not mandated, but Councilmen named	
Walter C. Jones Committee	Sec. 2-69 City Code	3 appointed by Mayor Mayor*	5**
Welfare Commission	Ch V, Sec. 3 City Charter	3 Councilmen	Term of Office
Welfare Department	Ch V, Sec. 1 City Charter		
Youth Services Commission	Sec. 2-71 City Code	5 appointed by Mayor with Council's consent 2 Youth Board Members 2 Councilmen Mayor*	3** 1 Term of Office
Youth Board ¹² .		25 to 30 High School and Middle School students elected by the student body.	1

* Mayor's membership by authority of Chapter 1V, Section 2 of the City Charter which makes the Mayor a voting member of all boards, agencies, and commissions appointed by him, except as otherwise provided by law.

** Indicates overlapping terms.

1. People can appeal to the Board of Health on any order of the Health Department. Appeals fall into the categories of general environmental sanitation, air pollution, and housing code enforcement.
2. Appointed by the Mayor.
3. A private, nonprofit, regional corporation

PUBLIC HEALTH, SAFETY AND WELFARE

4. The Middletown Fire District is the Fire Department. The other districts are the Westfield Fire District and the South Fire District.
5. Also known as Chief Engineer.
6. The Mayor is a member of the Board of Health.
7. Health Director serves as clerk of Board of Health and Registrar of Vital Statistics.
8. One member of the Police Commission, and a member of the Public Works Commission.
9. Art. 1, Sec. 1 of Appendix B (Traffic Regulations) defines the Police Commission as the Traffic Authority.
10. Chief executives of cities with less than 25,000 may appoint a Sealer of Weights and Measures. But Resolution #53, 1971 makes the office a classified position.
11. One must be an officer or employee of the Health Department, and one a member or employee of the Recreation Department.
12. The Youth Board elects two from its membership to the Youth Services Commission. The Board advises the Youth Service Director and the Commission on youth needs. The Board plans and runs programs of interest and benefit to City youth. The Board admits as members any student who has attended four consecutive meetings.

PUBLIC WORKS AND UTILITIES

<u>Organizational Unit</u>	<u>Legal Authority</u>	<u>Boards and Commissions Membership</u>	<u>Term (Years)</u>
Ad Hoc Committee for Cable TV	Resolution #25, 1973	2 Councilmen 6 Electors Mayor*	
Board of Appeals for Uniform Building State Code ¹ .	19-402 CGS	5 appointed by Mayor with Council consent Mayor*	5**
Public Works Commission ² .	CH V Sect 3 City Charter	3 Councilmen	Term of Office
Public Works Department	CH V Sect 1 City Charter		
Director of Public Works ³ .	CH V Sect 2 City Charter		
Sanitary Disposal District Commission ⁴ .	CH VII Sect 3 City Charter	5 appointed by Mayor with Council consent ⁵ . Mayor	5**
Sidewalk and Walkways Committee ⁶ .	Sec 25-41 City Code	1 Elector 1 from Board of Education 1 from Planning Commission 1 from Police Dept. 1 from Public Works Dept. 1 from Recreation Dept. Mayor*	
Solid Waste ^{6a} . Disposal Study Committee	Dec. 1973	5 Electors 2 Councilmen Mayor*	
Transit Authority	Ordinance passed 9/3/68 under authority of 103A CGS. App'd. at Referendum 11/5/68	6 appointed by majority of vote of Council	4**
Tree Warden ⁷ .	Sec 27-1 City Code		

PUBLIC WORKS AND UTILITIES

<u>Organizational Unit</u>	<u>Legal Authority</u>	<u>Boards and Commissions</u>	
		<u>Membership</u>	<u>Term (Years)</u>
Board of Water ⁸ . Commissioners	7-246 CGS CH VIII, Sect 1 City Charter	5 appointed by Mayor with Council's consent 1 Councilman	5** Term of Office
Water and Sewer Department	CH V, Sect 1 City Charter		
Director of Water and Sewer ⁹ .	CH V, Sect 2 City Charter		

* Mayor's membership is by authority of Chapter IV, Sec 2 of the City Charter which makes him a voting member of all boards, agencies, and commissions appointed by him, except as otherwise provided by law.

** Indicates overlapping terms

1. Replaces the Building Commission referred to in Sec 5-5 of the City Code. Also hears appeals from Decisions of Director of Public Works on electrical and plumbing matters.
2. Designated as street naming committee of Common Council. Gives official names to city streets with approval of Common Council.
3. Director of Public Works functions as Building Official. Also has duty to enforce ordinances regarding plumbing and electricity.
4. Operates through the Public Works Department.
5. Must be residents of the District.
6. Committee is appointed by the Mayor to serve at his pleasure with the consent of the Common Council. The elector appointed to the committee must not be directly affiliated with any of the agencies with representation on the committee.
- 6a. Authorized to recommend what method should be adopted by the City for a future Solid Waste Disposal Program. Members from the Council were appointed in Nov. 1973.
7. Appointed by the Common Council. No set term.
8. Also functions as sewer authority.
9. CH V, Sec. 6 of the Charter gives appointing authority of the Director of Water and Sewer to the Board of Water Commissioners with the Common Council's consent. Ch. V, Sec. 2 of the Charter requires the Mayor to appoint all department heads with the consent of the Common Council. the Mayor is a member of the Board of Water Commissioners.

MUNICIPAL AGENCIES WITH EX-OFFICIO MEMBERSHIP

Ad Hoc Committee for Cable TV

Mayor*

Affirmative Action Committee (ad hoc)

Two Councilmen
Two members Board of Education
Purchasing Director
Member, Personnel Commission
Member, Human Relations Commission
Mayor*

Arts and Cultural Activity, Commission on

Two Councilmen
Mayor*

Charter Revision Committee

Mayor*

Conservation Commission

Mayor*

Control, Board of

Director of Finance
Mayor
Director of Public Works

Finance Committee

Three Councilmen

Fire Commission

Three Councilmen

Harbor Improvement Agency

One Councilman
Mayor*

Health, Board of

At least one Councilman, but not more than two
Mayor

Highway Safety Commission

Two Councilmen
Mayor*

Housing Authority

Mayor*

Human Relations, Commission on

Mayor*

Inland Wetland, Committee

Representatives of:
Planning and Zoning Commission
Conservation Commission
Harbor Improvement Agency
Health Board
Mayor
Middlesex Soil and Conservation District
Midstate Regional Planning Agency
Municipal Development Committee
Public Works Commission
Water and Sewer Commission

Inland Wetlands and Watercourse Agency

Representatives of:
Planning and Zoning Commission
Conservation Commission
Health Board
Mayor
Midstate Regional Planning Agency
Municipal Development Committee
Public Works Commission
Water and Sewer Commission

Insurance Committee

Three Councilmen

Long Lane Communications Committee

Two Councilmen
Mayor*

Mayor's Ad Hoc Committee on Energy

Director of Public Works
Director of Civil Preparedness
Chamber of Commerce
Education Department
Fire Chief
Deputy Fire Chief
Coordinator Municipal Development Committee
Chief of Police
Director of Parks and Recreation
Deputy Director of Parks and Recreation
Director of Water and Sewer
Sealer of Weights and Measures
Mayor*

Municipal Development Committee

Five Councilmen

Parking Authority

Chief of Police
Director of Public Works
Mayor
Member, Planning and Zoning Commission

Park and Recreation Commission

Two Councilmen
Mayor*

Personnel Appeals Board

Two Councilmen
Mayor*

Personnel Board

Mayor*

Planning and Zoning Commission

Mayor*
Three Councilmen - Regular members
Two Councilmen - Alternates

Police Commission

Three Councilmen

Public Works Commission

Three Councilmen

Redevelopment Agency

Mayor*

Retirement Board

Director of Finance
Mayor

Sanitary Disposal District Commission

Mayor

Senior Affairs Commission

Member or employee of the Health Department
Mayor*
Member or employee of the Recreation Department
Two Councilmen

Sidewalk and Walkway Committee

Representatives of:
Board of Education
Planning and Zoning Commission
Police Department
Public Works Department
Recreation Department
Mayor*

Solid Waste Disposal Study Committee

Two Councilmen
Mayor*

Special Study Committee to determine the City's Human Resource Department

Mayor*

Suggestions Award Board

City Employee
Department Head
Mayor
One Councilman

Uniform Building Code, Board of Appeals for

Mayor*

Walter C. Jones Committee

Mayor*

Water Commissioner, Board ofOne Councilman
MayorWelfare Commission

Three Councilmen

Youth Services CommissionTwo Councilmen
Two members of the Youth Board
Mayor*Youth Service Health Education CommissionYouth Service Director
Superintendent of Schools
Director of Health
School Physician

*Mayor's membership is by authority of Chapter IV, Section 2 of the City Charter which makes the Mayor "...except as otherwise provided by law, a voting member of all boards, agencies, and commissions appointed by him."

OFFICERS AND EMPLOYEES WITH EX-OFFICIO ASSIGNMENTS:

Board of Education, Member of

One representative to Sidewalk and Walkway Committee
Two representatives to Affirmative Action Committee (Ad Hoc)

Chief of Police

Parking Authority

City Employee

Suggestion Award Board

Civil Preparedness, Director

Mayor's Ad Hoc Committee on Energy

Commission on the City Plan and Zoning, Member of

Inland Wetland and Watercourse Agency
Parking Authority

Conservation Commission, Member of

Inland Wetlands Committee
Inland Wetlands and Watercourse Agency

Department Head

Suggestion Award Board

Educational Agencies

Mayor's Ad Hoc Committee on Energy

Health Board, Member of

Inland Wetlands Committee
Inland Wetlands and Watercourse Agency

Health Department, Member or employee of

Senior Affairs Commission

Health, Director of

Youth Service Health Education Commission

Human Relations, Commission on, Member of

Affirmative Action Committee

Finance, Director of

Retirement Board
Board of Control

Fire Chief

Mayor's Ad Hoc Committee on Energy

Mayor

Board of Control
Highway Safety Commission
Health Board of
Inland Wetlands Committee
Parking Authority
Retirement Board
Sanitary Disposal District Commission
Suggestion Award Board
Water Commissioners Board

In addition to the above nine agencies which specifically names the Mayor a member, Chapter IV, Section 2 of the City Charter makes the Mayor a voting member of all boards, agencies, and Commissioners appointed by him. The Mayor, then, is a member of:

Ad Hoc Committee for Cable TV
Affirmative Action Committee
Charter Revision Committee
Commission on the Arts and Cultural Activity
Conservation Commission
Commission on Human Relations
Harbor Improvement Agency
Housing Authority
Inland Wetlands and Watercourse Agency

Long Lane Communications Committee
Mayor's Ad Hoc Committee on Energy
Park and Recreation Commission
Personnel Appeals Board
Personnel Board
Planning and Zoning Commission
Redevelopment Agency
Senior Affairs Commission
Sidewalk and Walkway Committee
Uniform Building Code Board of Appeals for
Walter C. Jones Committee
Youth Services Commission
Zoning Board of Appeals
Ad Hoc Committee for Cable TV
Long Lane Communications Committee (Ad Hoc)
Solid Waste Disposal Study Committee
Special Study Committee to Determine the City's
Human Resource Department

Middlesex Soil and Conservation District, Representative of
Inland Wetlands Committee

Municipal Development Committee, Member of
Inland Wetlands Committee
Inland Wetlands and Watercourse Agency

Coordinator, Municipal Development Committee
Mayor's Ad Hoc Committee on Energy

Director of Parks and Recreation
Mayor's Ad Hoc Committee on Energy

Deputy Director of Parks and Recreation
Mayor's Ad Hoc Committee on Energy

Personnel Board
Affirmative Action Committee (Ad Hoc)

Planning Commission, Member of
Sidewalk and Walkway Committee
Inland Wetland Committee

Police Department, Representative of
Sidewalk and Walkway Committee

Chief of Police

Mayor's Ad Hoc Committee on Energy

Public Works Commission

Inland Wetlands Committee
Inland Wetlands and Watercourse Agency

Public Works Department, Representative of

Sidewalk and Walkway Committee

Public Works, Director of

Board of Control
Parking Authority
Affirmative Action Committee (Ad Hoc)
Mayor's Ad Hoc Committee on Energy, Chairman

Purchasing, Director

Affirmative Action Committee (Ad Hoc)

Recreation Department, Representative of

Sidewalk and Walkway Committee

School Physician

Youth Services Health Education Commission

Superintendent of Schools

Youth Services Health Education Commission

Water and Sewer Commission

Inland Wetlands Committee
Inland Wetlands and Watercourse Agency

Water and Sewer, Director of

Mayor's Ad Hoc Committee on Energy

Youth Services Director

Youth Service Health Education Commission

Nine municipal agencies are authorized to plan in Middletown.

Conservation Commission
Harbor Improvement Agency
Personnel Policy Board
Planning and Zoning
Public Works Department
Sidewalk and Walkway Committee
Affirmative Action Committee (Ad Hoc)
Bicentennial Committee
Solid Waste Disposal Study Committee

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TOWN CLERK
MIDDLETOWN, CONN.

Plan of Development Map on file
in Planning Office

LAND USE COMPONENT
of the
PLAN OF DEVELOPMENT
MIDDLETOWN, CONNECTICUT

THIS IS A COPY OF THE "LAND
USE COMPONENT OF THE PLAN OF
DEVELOPMENT" FILED IN THE
OFFICE OF THE TOWN CLERK ON
6/11/76.

To achieve its own unique potential, a community must be able to respond to changing trends and conditions. A key tool in formulating policy for the best responses is the land use component of a plan of development. This part of the overall municipal plan deals with quantities of land, and the arrangement of land uses throughout the community.

The land use component is the official, graphic representation of what the Planning and Zoning Commission visualizes as the best future for Middletown. It guides the orderly, efficient, and intelligent allocation of land. As a guide, it functions as a long term framework for decisions which must be made today. It does not by itself either permit or prohibit activity. The plan is based on careful analysis of local thoroughfares, utilities, community facilities, service areas, the anticipated population and economic structure of Middletown, topography, and general environmental factors here. More detailed community studies---such as reports on the central business district---are tied together by the land use plan.

Communities grow and prosper only if incremental, isolated actions are co-ordinated. Land must be set aside in rational arrangements and provided with appropriate services. Thus, the land use plan envisions a Middletown that might evolve in the coming years if certain policies are implemented: if zoning regulations are modified, if public and private efforts consistently work towards achieving the legally adopted community goals.

Middletown's land use plan is strongly influenced by the realities of Middletown today, reflecting the plans of the many diverse elements that make it a dynamic community. The plan recognizes continuing features of Middletown, while providing guidance for future growth. The land use component is designed to help Middletown reach one of the adopted goals of the plan of development: to encourage the appropriate, coordinated, and economic uses of land.

Land Use Categories

The land use component groups land uses in Middletown into four basic categories: residential, commercial, industrial, and city open space or environmentally sensitive areas. Within these broad categories there are further subcategories. All the uses are interdependent, integrated by the vehicular plan and the surface drainage system.

The underlying principle of these land use categories is the scarce land and building resources of Middletown. Economically feasible adaptive uses of historic structures are to be encouraged, as much as they meet Middletown's development goals.

Residential

The plan shows three levels of housing density: high, medium and low. High density areas have sixteen or more dwelling units per acre. They are located on major thoroughfares, generally close to commercial areas.

Medium density areas have five and fifteen dwelling units per acre. They are near intensively developed lands, and have good access to the road system.

Low density areas have one to four dwelling units per acre. Most of the land in Middletown is recommended for this density level. In most cases they are now low density residential.

The one to four range allows flexibility in residential areas. Depending on characteristics of specific areas, there could be a relatively low one dwelling unit per acre, or there could be as many as four. The range could encourage a variety of kinds of residential neighborhoods. Truly, this density level is an effort towards meeting Middletown's housing goal:

"To provide and maintain a supply of high quality housing which can accommodate a population of diverse economic levels, ethnic backgrounds, and family sizes by providing ample freedom of choice in housing accommodation."

Commercial

The land use component has five categories of commercial related development: central business, general commercial, corporate office, neighborhood service and mixed use development.

Activities which make a city a community take place in its central business district. Here are general merchandise, apparel and furniture stores, offices, major public buildings, entertainment, personal services, and related commercial functions. These activities must be concentrated in a compact area. Proximity to one another allows them to complement each other, so that specialization can be provided to the community.

The Central Business District has been expanded since the 1965 Plan of Development to include entire blocks rather than part of blocks. Maintenance of a strong central town is an important goal of Middletown's comprehensive Plan of Development. It is the foundation of an economically sound community.

General commercial areas serve a special function. These areas have stores, restaurants, offices, perhaps entertainment or recreation facilities. General commercial areas are on major thoroughfares, so they are directly linked to their markets.

Corporate office areas would be the location of home or regional offices for large corporations, such as an insurance company. It is a specialized office use in that one firm would occupy nearly all the space in the building. Corporate office areas would be able to provide key support functions to the major user of the facility.

Neighborhood service areas are located to serve residential areas and are limited in scope to avoid undermining the Central Business District. Locations are interrelated with the thoroughfare system, providing convenient access from nearby residences. Before land is rezoned to allow commercial activity, all currently proposed new roads should be constructed. Major functions of neighborhood shopping areas would be the sale of commercial goods and personal services. Examples are: food stores, drug stores, laundries, dry cleaners, beauty shops, barber shops, and hardware stores.

Areas designated as mixed use are now a complicated mixture of activities, presenting unique land use problems to the community. They have in common a multi-functional character, and intensive use of land. The category would allow single family and multi-family residences, along with limited sales and services. Careful consideration must be given to the impact of uses on neighborhoods and surrounding areas. These areas require careful planning over extended periods of time.

Industrial

The land use component consolidates the three industrial land classifications of the 1965 plan into one category. Since 1965, general environmental standards mandated by state and federal regulations have minimized many of the distinctions between light, medium, and heavy industry. For city planning purposes, the one industrial classification suffices.

There are, however, important refinements to the inclusive industrial category. The first is that land held by a major utility company is recognized as a utility area. Should the land not be used for this purpose, it should be low density residential. The other refinement is that an area where there is now a natural resource extraction activity could continue extraction and the required subsequent reclamation of the land. But, when the area has been reclaimed it is not to become industrial, but low density residential.

Institutional

Adjacent to the central business district is an institutional area. Activities there are quasi-public: churches, hospitals, convalescent homes, recreational, and some commercial activity. The area must be close to the downtown, because its activities serve important support functions to the downtown. They bring people and vitality to the heart of Middletown.

Hopefully, designating an institutional category of the land use component of the plan of development would stimulate future growth of this segment of the economy.

City Open Spaces and Environmentally Sensitive Areas

Municipal open spaces and environmentally sensitive areas are important in Middletown's total land use arrangement. They provide breaks in the urbanization pattern, enhance and protect resources, and influence the economic development of the City. Land is categorized as open space/environmentally sensitive based on several criteria.

Some of the land is a part of Middletown's official open space program. City open spaces are close to residential areas and near schools, so they are good locations for recreational activity.

Another reason for categorizing land as open space is because of its location or configuration. An example would be land surrounding interchanges of superhighways. For most purposes, these lands are undevelopable. Their future is in providing visual relief from other types of land uses.

Some of Middletown's land has natural and physiographic limitations which make most types of development on them not feasible. In some cases, land that has grades of fifteen percent or more has been categorized as environmentally sensitive. Generally, though, environmentally sensitive land is land that is in the flood plain, is in a flood prone or flood hazard area, is along a streambelt, or is in an inland wetland area. Locations were derived from detailed maps prepared by the Army Corps of Engineers (for the Federal Insurance Administration of the Department of Housing and Urban Development) or the Soil Conservation Service. To continue the availability of subsidized flood insurance to Middletown and to local property owners, the City must have a sound flood plain management policy.

The environmentally sensitive category of the land use component is intended to preserve the natural process of the land, rather than to authorize or prohibit specific uses. The emphasis is on how the land functions, not on what is built on it. The designation provides a framework for local government involvement, by assuring that the Planning and Zoning Commission participate more actively in the development process. Options in implementing the environmentally sensitive category are to establish an overlay zone, or to create a separate zoning designation. Amendments to the Zoning Code would be required.

Miscellaneous

There are a few other categories of the Land Use Component: schools, cemeteries, quasi-public and the public facilities land.

The comprehensive plan of development is a proposal for the future direction of Middletown. The plan shows a community which continues its residential traditions but which carefully guides new growth in the most appropriate areas. Residential, commercial, and industrial land uses are tied together by City open spaces and the environmentally sensitive areas, significant elements in quality of life.

Underlying this idea for the best possible Middletown is the recognition of the finite character is its land. Only through responsive and responsible comprehensive planning can the potential of Middletown's land reserve be realized.

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